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JUVENILE DELINQUENCY

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HEARINGS
BEFORE THE
SUBCOMMITTEE TO INVESTIGATE
JUVENILE DELINQUENCY
OF THE
COMMITTEE ON THE JUDICIARY
UNITED STATES SENATE
EIGHTY-THIRD CONGRESS
SECOND SESSION
PURSUANT TO
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INVESTIGATION OF JUVENILE DELINQUENCY IN THE
UNITED STATES

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JUVENILE DELINQUENCY

THURSDAY, JANUARY 28, 1954

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON THE JUDICIARY
TO INVESTIGATE JUVENILE DELINQUENCY,
Boston, Mass.

The subcommittee met at 10 a. m., pursuant to notice, in courtroom No. 3, Federal Building, Senator Robert C. Hendrickson (chairman of the subcommittee), presiding.

Present: Senators Hendrickson and Hennings.

Also present: Herbert J. Hannoch, chief counsel; Herbert Wilson Beaser, assistant counsel; James Bobo, assistant counsel; and Harold Langlois, chief investigator.

The CHAIRMAN. The Subcommittee on Juvenile Delinquency, a subcommittee of the Senate Judiciary Committee, will now be in order.

The public hearings now beginning in Boston are grimly serious business with this subcommittee, because the problem of juvenile delinquency is just that serious.

Boston is the third community which our subcommittee has visited to date in a sincere effort to be of assistance to local communities as apart from the strictly Federal and interstate aspects of our inquiry.

President Eisenhower feels strongly about the good effect which can be achieved by this subcommittee in making such a city-to-city study. The President has written me as chairman endorsing the overall objectives of our work and at the same time laying heavy stress on our purpose to focus community attention on our growing problems of juvenile delinquency.

We are here to help, if we can. The subcommittee has received wonderful cooperation from Governor Herter, from Mayor Hynes and the city administration, and from many others since the staff arrived in this city a few weeks ago.

And this is a great city. I come, as you may know, from a locality near the great city of Philadelphia, and I look upon Philadelphia and Boston as the two centers from which all our liberty in this country had its origin.

It is our hope that we will help in concentrating positive public opinion on your local problems. To be sure, this community has already recommended, and will continue to do so, Federal legislation touching upon interstate aspects of the problem which should be solved through the action of Congress and by interstate compact.

But we all know full well that without the mobilizing of public opinion here at the local level, here in Boston, back in Philadelphia, back in my little community of Woodbury, N. J., at the local level, the work of a handful of Senators is going to be of little avail in the long run.

We are not here to dictate your local laws in any way. We are here to help you work out your own problems and I feel certain that Federal leadership in this respect can be exerted without superimposing another huge Federal program on the States and on the local communities.

It is my genuine hope that these public hearings beginning on this Thursday will not prove sensational for sensationalism's sake.

We have sincerely tried in our hearings to date to do a fair minded and objective job of presenting facts so that the people may know in what direction they themselves at the local levels should act.

Weeks before we planned to conduct hearings here, this subcommittee had already heard from several distinguished residents of this area. I refer to Dr. George Gardner of the Judge Baker Child Guidance Clinic, and Prof. Sheldon Glueck of Harvard University, and his wife, Mrs. Eleanor Glueck, who are writers and research specialists in the delinquency field.

These three recognized experts have already shed a considerable amount of light for us in our early findings. It is our hope that Dr. Gardner will be able to testify before us once more during the course of our hearings in this city, today, tomorrow, and on Saturday.

However, I understand that Dr. and Mrs. Glueck will be unable to appear, though invited.

The Chair owes a significant debt of thanks on behalf of the subcommittee and himself to those wonderfully civic-minded leaders of this fine old American community who have taken upon themselves the arduous task of assisting this subcommittee in determining the facts on this great problem of juvenile delinquency, as it affects the country, and as it affects this historic city of Boston.

Before yielding to Mr. Taylor, the chairman of this local advisory group, I desire to thank him and his colleagues for their splendid support and service, and I hope and pray we will be able to translate into a message to the American people throughout the country at large what a community can do when the leadership is there, and the will to succeed lies within the hearts of the residents of that community.

I know full well, from my experience in the last 5 months, that this community, this great old city, will do its part to lead the way to the end of this problem.

Thank you.

Now, counsel, will you call your first witness.

Mr. BEASER. Mr. Frederic B. Taylor.

Mr. Taylor, before you begin will you state for the record your full name, your home address, and a little bit of your background?

STATEMENT OF FREDERIC B. TAYLOR, CHAIRMAN, BOSTON FACTFINDING COMMITTEE

Mr. TAYLOR. My name is Frederic B. Taylor. I live in one of Boston's suburbs, Lincoln. I am a Boston businessman. I have long been interested in social work of one kind or another.

I am chairman of one of the divisional committees of our Red Feather organization, United Community Services of Metropolitan Boston, and president of a local settlement house.

Mr. BEASER. You have a statement, Mr. Taylor?

Mr. TAYLOR. Yes, sir.

Mr. Chairman, several weeks ago there was formed here in Boston, with the assistance of your subcommittee staff, a citizens factfinding committee, to work with you and your staff in preparation for the hearings here in Boston which are now beginning.

It was the job of this factfinding committee to assist the subcommittee staff in their investigations.

I would like here to express my appreciation for the efforts of these public-spirited citizens:

Mrs. Edgar Driscoll, of West Roxbury, former vice president of United Community Service; vice president of Associated Day Care Services, and member of many other public-spirited agencies, which she has been connected with in the past.

Mr. Henry Foley, a Boston lawyer, trustee of the Boston City Hospital, and Boston Floating Hospital. He is also director of United Community Services, and former chairman of the Boston Overseers of Public Welfare.

Frank Vorenberg, Boston businessman, trustee of Associated Jewish Philanthropies, director of the Boston Better Business Bureau, trustee of the Children's Hospital, and connected with many other social services.

Mr. Arthur G. Rotch, trustee of the Boston Floating Hospital, trustee of Children's Hospital, trustee, New England Center Hospital, and of Tufts College; a director of the New England Medical Center; vice president of the United Community Services, and its former president.

Col. Larkland F. Hewitt, president of the NAACP and board member of the Cambridge Community Center.

Mr. William Brennan, Boston businessman, and Mr. Lee Friedman, Boston attorney.

I am happy to state that the staff of the subcommittee have accomplished their difficult task with tact and dispatch.

I have not heard one word of criticism of their methods, and have only the highest admiration for their industry and good sense.

The subcommittee staff have had an open mind and have made no attempt to build up the situation beyond what it is, or to cover up problems and difficulties which came to their attention.

From long association with those who are concerned directly or indirectly with the development of our youth into good citizens, I know that there are many conflicting opinions on the seriousness of the problem of delinquency in this area and the machinery operating to prevent and cure it. There are those who say that no boy or girl grows to adulthood without getting into difficulties in the home, the school, or the community, at one time or another.

Just where the line should be drawn between the exuberance of normal youth and real delinquency is one which cannot be defined by law or even by local custom. What is serious delinquency to some may not be considered at all serious by others. What is done with those children who are tending in the wrong direction is a subject of endless debate.

There are as many views as to what are the root causes of juvenile delinquency as there are persons who discuss this subject. Probably the answer is to be found in the combination of many influences in our complex society.

During the next 3 days, Mr. Chairman, you will hear from witnesses from all walks of life—private citizens, public officials, heads of professional agencies, and other citizens active in programs dealing with children.

You may also hear from some whose ideas have not changed with our changing society, who have faith in some nostrum which they believe will produce the well-being of our society.

In any event, it is our hope that there will come from these hearings something of real value to contribute to your thinking and planning as well as to those of us who are working on the local level.

Mr. Chairman, a charge to investigate juvenile delinquency in this or any other community, carries with it some sobering considerations. While we are gratified at the positive elements of our community, too numerous to mention here, we must also be alert to and conscious of our problems and be ever working to conquer them.

Trying to place in its proper perspective the situation as it exists is one of our hardest problems, and we hope and expect to benefit greatly from the objective opinions and observations of the subcommittee.

One of the problems which the fact-finding committee and your staff have faced from the beginning is that the problem is too big and too complex for all aspects to be presented in 3 days of hearings.

No doubt there will be many persons who have much to contribute who cannot be heard simply because of the limitation of time. Those whom you will hear have been called from a variety of approaches to the problem, and we are only a sampling of what we would like to bring to your attention were there greater opportunity. We hope those who cannot be heard will understand.

At the start of these hearings it is appropriate to examine the record as to the incidence of delinquency in Greater Boston. Without attempting to prestate what others who are better qualified to speak with authority may say, it is my humble opinion that the problem can never be reduced to bare statistics.

The numbers of children apprehended by the police, appearing before our courts, committed to public or private correctional or other social institutions, are only rough guides.

In this matter we are not dealing with inanimate bricks and mortar, or guns, or treaties, or budgets, or economics. We are dealing with human beings each one of whom is different.

Both the juveniles themselves and their elders who must cope with the problem youths are all different. The specific for one child will have no effect on another. The evil social influence which one child can meet with success can be the destruction of another. The training course prescribed for boys and girls in trouble can make a good citizen of one, have no effect on another.

Under some police jurisdictions children are arrested for acts which would produce only a warning in another. In some the police act as unofficial juvenile courts; in others they do not. In some cases, kindly police officials wait too long to bring a predelinquent to the attention of the proper authorities simply out of consideration for that youngster, who will be marked for life perhaps if he has a criminal record marked up against him.

I cite these differences not in criticism, but simply to demonstrate that the statistics of delinquency are based on varying data.

Even more important, many acts of delinquency are not crimes subject to immediate police or court attention, such as persistent truancy from school. Even the child who stays away from home all night should be the concern of those working with boys and girls because there is one sign of possible serious trouble in the future.

The CHAIRMAN. Mr. Taylor, are you familiar with the juvenile court procedure here?

Mr. TAYLOR. I am somewhat, sir.

The CHAIRMAN. I wonder if you would give the subcommittee, very briefly, an outline of just what the procedure is with respect to a juvenile here in Boston.

Mr. TAYLOR. Perhaps I could explain it a little better from this map.

The CHAIRMAN. I do not want to interrupt this statement.

Mr. TAYLOR. That is all right, this would be a very appropriate time.

The CHAIRMAN. Very well.

Mr. TAYLOR. Mr. Chairman, this is a map of Boston. I don't know how clearly you can see it, but it is a very irregular and peculiar shape. You will notice it has a sort of peninsula out here, connected with a narrow strip.

This is old Boston here. This is where Paul Revere started his famous ride. This is Charlestown where the battle of Bunker Hill was fought.

This is still residential here. This is the area surrounded by that line which is served by Boston juvenile court.

Boston had the first juvenile court, I believe, in the country. It was formed in 1906 and it was set up to handle juvenile cases appearing in that area.

Mr. HANNOCH. For the record, will you indicate what you mean by that area?

Mr. TAYLOR. The area enclosed by this line.

Mr. HANNOCH. The record will not show the line.

Mr. TAYLOR. It is called Downtown Boston, including the South End and part of Back Bay. That court was formed in 1906 as sort of an experiment.

We still have the one juvenile court. It is the only court in the Commonwealth. After this court was formed a number of other States thought the idea was a good one and copied it.

In many States today, all juveniles that are brought before a court are brought before a specialized juvenile court no matter what part of the State they are in. Most urban centers have juvenile courts for the entire city. We still have the one.

Now, the rest of Boston, East Boston here with the airport, Charlestown, South Boston, large and rapidly growing Dorchester, Roxbury, Back Bay, Jamaica Plains, West Roxbury, and Brighton, all the rest of the areas of Boston, as well as all the rest of the surrounding communities are served by district courts.

A juvenile who is brought into court in Brookline or West Roxbury or Dorchester goes to a district court which holds juvenile sessions. Juvenile sessions are closed sessions; they are not open to the public.

Incidentally, a juvenile is one who is under 17, I believe.

The CHAIRMAN. Are members of the press allowed in these hearings?

Mr. TAYLOR. No, sir; they are operated under the same laws. A difference between a juvenile session in a district court and juvenile court, as such, is that this juvenile court handles only juvenile cases and the other courts have juvenile sessions as part of their regular court procedure when the court is closed to the public.

No records are kept and so on. But Boston is only a part of the whole metropolitan area. Brookline, for instance, cuts right into this area of Boston.

Watertown, Somerville, Everett; in fact, the metropolitan area of Boston has about 40 cities and towns. Boston proper, that is under the municipal government of the city of Boston, is less than half the population of the metropolitan area and certainly less than half of the territory.

The problems of the city, therefore, must be considered not only separately, but as a part of the problems of the whole area.

For what happens in Jamaica Plains, for instance, will easily spread to Brookline, and any act occurring here, any situation in Boston, no matter what, like ripples in a pond, will roll out and affect the suburban areas.

I think to understand our own situation you have to understand our city.

Mr. BEASER. Would you explain the markings?

Mr. TAYLOR. These are housing projects, public housing projects.

Frankly, I cannot tell you the different ones. The red, yellow, and black are all housing projects. One color is federally supported, one city supported, and another State supported.

I do not know which is which. You will see cards tacked on here with numbers in each of these areas. Those are areas served by district courts and they show the number of court appearances of juveniles in 1952.

For instance, in the Boston juvenile court there were 319 boys and 43 girls brought before that court in that year. The largest number you will notice is in the Roxbury court, 471 boys and 81 girls.

The ratio of boys and girls seems to be fairly consistent, anywhere from 5 to 6 to 1 to 10 or 11 to 1, the boys predominating.

These are the areas in which the boys are marked here. Here the totals are summarized. There were 1,601 boys and 216 girls, brought before the court.

I would like to point out, however, that that is by no means a measure of the problem of delinquency in this area, for we not only have those who do not actually get to court, we have those who are heading in this direction who may be delinquents 6 months or 2 years from now.

THE CHAIRMAN. Thank you, Mr. Taylor. I am sorry to have interrupted your statement. I thought you could shed some light on the problem of procedure, and you have.

Mr. TAYLOR. Another basic problem which I am sure is not unique in Boston is the importance of the family life in the development of the child. What can we do about the broken home, the dissolute or indifferent parent? Is not dealing with delinquency also a matter of dealing with parents at the same time? Do we have statistics on the shortcomings of parents?

OFFICIAL JUVENILE DELINQUENT STATISTICS

Official records show a rise from approximately 4,600 in 1940 to approximately 7,100 in 1945.

In 1948, a decline was noted to approximately 4,700.

Since that time there has been a steady rise in recorded delinquency until 1953, when a peak of approximately 5,600 was reached.

The trend, according to our information, for 1953 has been a greater number than during 1952. There has been discussion here in our community and some of our public officials have voiced concern over a rise in the consumption of alcoholic beverages by some of the young people in our community.

Official records for juvenile arrests in the State of Massachusetts for drunkenness of children under 17 averaged about 120 per year during the years 1943-44-45.

A low was reached in 1949 of approximately 45 arrests.

A gradual increase has since taken place resulting in 115 recorded arrests for the year 1952. There is evidence of a continued increase during 1953.

Those from 17 to 20 years of age arrested for drunkenness in 1952 total 1,625. These figures are cause for great concern. These figures do not report all the drunken drivers, the aggravated assaults, the housebreakers, the damages to personal and real estate properties resulting from the improper use of intoxicating beverages.

This is part of our community and part of our problem. We propose to produce, through witnesses, a partial picture of some of these conditions; how they take place, where they take place, and what happens to our youth.

Juvenile delinquency knows no limits as to race, color, or creed; wealth, health, or education. It is fallacious to predicate only the poor have delinquency. It is equally inaccurate that wealth provides for all the safeguards against an errant son or daughter.

Today's culture, living conditions, transportation facilities, concentration of living, changing neighborhoods, and the like have caused us to alter, redirect, or even abolish old ideas, practices, and policies.

Our newspapers, radios, televisions, magazines, books, and comic books, records, and moving pictures have lent their influence which has had its effect.

I am happy to say, Mr. Chairman, that by and large the effect has been a healthy one for the growth of our community. The people responsible for such media of information have been motivated basically in the best interests of that which is good in and for our community.

We believe such sources of information can become even stronger forces for good in the community. They can do more through thoughtful reporting of the facts than through the reporting of unverified pieces of information aimed at sensationalism. Testimony will be brought out in this direction.

In 1948, there was enacted in the Massachusetts General Court legislation setting up a youth service board and providing a new approach to the care of and rehabilitation of serious delinquents.

No doubt some witnesses to be called before the subcommittee will have comments to make on the strengths and weaknesses of this significant development in our local situation.

It should be kept in mind that not all the headaches of the youth service board are due to their own shortcomings; they have had mighty little money to do a mighty big job.

Another problem which our public and private agencies are becoming increasingly aware of is that of public housing. I showed you the number of public housing projects. You can see they are substantial in number.

It may be surprising to hear that some of our worst centers of delinquency are right in the fine housing projects erected with the help or entirely by public grants of funds, much of it Federal money.

Here is one field where Federal legislative action seems to some of us to be of great need, for it has been demonstrated abundantly that human beings need more than four walls and a stove to be properly housed in our modern society. What takes place in those new homes, what opportunities there are for wholesome social and recreational activities, and how the tenants are accepted into the community which surrounds them are of equal importance to the physical nature of the structure which has been constructed.

There are many efforts being made locally to meet these problems.

I am chairman of the Greater Boston Council for Youth, an attempt to bring together under one common roof the great variety of public and private agencies, societies, churches, schools, and the like, who are concerned with this problem.

We are attempting to bring some coordination out of the jumble of individual efforts being made by all these groups.

I am happy to state that all these organizations have cooperated wholeheartedly with your factfinding committee and the subcommittee staff in their work here.

One of the jobs done by one of these organizations, the Boston juvenile court, is this map for your subcommittee. United Community Service of Metropolitan Boston, our Red Feather Organization, has been of particular help to the staff in securing information, names of people to see, and so on.

This Greater Boston Council for Youth has 103 bodies in it. We have the social agencies, the public and parochial schools, the church groups, of all denominations; organized labor and so on.

All of these organizations recognize that a coordinated effort is important. There is not enough money to do what is a very difficult job anyway. We should work together rather than separately.

Of course, as you know, coordinating is not an easy task. You often wonder whether you are making any progress at all. I am sure I wonder that from time to time.

Senator HENDRICKSON. We of the Senate frequently wonder.

Mr. TAYLOR. Presently pending before the Massachusetts Legislature is proposed legislation calling for a statewide juvenile court system; namely, to expand the Boston juvenile court over the entire State and to take from the district court the handling of juvenile cases. This has been a matter of debate for a number of years.

There have been previous bills in the legislature which have not yet passed. There are those in this community who advocate passage of this legislation and there are those who believe it is unwise.

I would like to accord myself with those who believe that an extension of the juvenile court system is advisable, everything considered.

We have brought together, Mr. Chairman, some of the more serious aspects of the problem as it exists in our community. We have done this hopefully in such a way as to be of assistance to your subcommittee and to our community.

We trust, Mr. Chairman, the hearings before you will prove beneficial to your subcommittee in its overall charge of investigating juvenile delinquency in the United States. I am sure they shall be helpful to our community.

The CHAIRMAN. Mr. Taylor, the chairman assumes from your statement that you consider the city-to-city hearings of value?

Mr. TAYLOR. Yes, sir.

The CHAIRMAN. I ask that question because in the debate in the Senate today on the resolution which was designed to continue the life of this subcommittee, that fact was questioned. So I would like to have from one of the local community an opinion and the subcommittee has it. Thank you.

Mr. TAYLOR. I might say, sir, a great deal depends on the way the hearing is conducted.

The CHAIRMAN. I think that is true, too.

Senator HENNINGS?

Senator HENNINGS. Thank you, Mr. Chairman.

Mr. Taylor, you have made an excellent statement. I wish we had many, many more men like you in communities who are taking the interest and giving their time to help in this work.

May I ask this question: Mr. Taylor, you have, I assume, a juvenile division of the police department here, have you not?

Mr. TAYLOR. No, sir; we do not.

Senator HENNINGS. You have nothing whatever?

Mr. TAYLOR. To the best of my knowledge, we have no juvenile division.

Senator HENNINGS. Whatever the nomenclature may be of such a group, you have nothing comparable to that?

Mr. TAYLOR. In a number of surrounding cities and towns there are special sections of the police departments assigned to juvenile work, but I believe in the Boston police system that has not been set up.

Senator HENNINGS. I assume, Mr. Taylor, that the Boston Police Department is an entity which has jurisdiction and responsibility for the area of Boston proper?

Mr. TAYLOR. That is right.

Senator HENNINGS. Which you have indicated and which is delineated on the map which is before us.

Mr. TAYLOR. That is right, sir.

Senator HENNINGS. And there are, of course, numerous police districts presiding over, or in charge of police captains?

Mr. TAYLOR. That is right.

Senator HENNINGS. Precinct stations or whatever name we may call them.

Now, do the police voluntarily or officially do anything about encouraging boys clubs, or recreation groups, whether as a matter of headquarters policy and activity, or in the separate precinct? Do some of the captains take an interest in those things in their respective areas of control and responsibility?

Mr. TAYLOR. Some. Many of the police officers take a great interest in this problem. There is nothing official—I am not positive, but I

believe there is nothing official in the police board here in the city proper that recognizes any special responsibility or special assignment.

However, I would like to point out that Commissioner Sullivan of the Boston Police Department is slated to testify later on in these hearings and I would suggest that he is much better qualified to answer these questions than I am.

Senator HENNINGS. I asked you, of course, because of your position and interest in terms of whether or not you have been working with the police or they had been working with you and your group.

Mr. TAYLOR. We have a very friendly relationship. I think more important is the relationship between the local neighborhood agency workers and the police in their particular areas. It varies, of course, with the character of the fellow who is the local captain. It varies with the fellow who is the fellow on the beat in the particular street, or area, or neighborhood where there is trouble or potential trouble.

I suppose we are similar to other cities in that respect.

Senator HENNINGS. Mr. Chairman, I had a very interesting experience this morning. I got in a taxicab to come over to this building and I told the driver I wanted to come here.

He said, "Oh, that is where they are having these juvenile delinquency hearings." He said, "I am in charge of a group in a housing unit where I live, and we are trying to get a gymnasium for these kids."

I did not tell him who I was. This was all from him voluntarily.

He said, "You know, I was a juvenile delinquent myself in New York, and I was told that I would wind up in the gutter with a police bullet in me if I did not change my ways."

He said, "I changed my ways and now I am trying to help others."

That is a man who was driving a cab this morning. I take it there are such units or groups in the housing units.

Mr. TAYLOR. All too few, sir. Apparently the effort has been made to get rentable room out of every inch of space in the housing project. You don't rent a meeting room or a gym or a recreation room.

It does not bring in so many dollars a week or a month.

Apparently in an effort to get as many dollars out of a subsidized housing project as they could, nothing but actual bedrooms, living room and kitchenette has been built in many of them.

Furthermore, some of the earlier ones that did have such facilities now have no paid staff. You cannot have recreation programs unless you have somebody to organize them and provide some leadership. It requires skill and when you have nobody to do that it is very difficult to organize that.

I might say, sir, here, too, it is very easy to see why some of these housing projects can be problems. When they go up many stories and heights.

For instance, Cathedral project in South End, is 13 stories high and you have these apartments all opening into one entry or one corridor, unless you watch out and have something for the kids to do when they come into these entryways from the various apartments, you have a readymade gang. It is not an indigenous area. These people come from all sections of eastern Massachusetts that come in these housing projects.

It is a city by itself. One of the great problems as I expressed in my remarks was the acceptance of these people by the community

and the acceptance of the community by these people; they live unto themselves.

When you have 52 kids between the ages of 10 and 17 that funnel into one entry, as they have in one housing project, and there is no place for the kids to go in the project itself to have wholesome recreation, you have a gang readymade.

Senator HENNINGS. My cab driver friend said he had taken a straight-edge razor away from a boy just the other day.

I said, "What did you do about it?"

He said, "I talked to the boy. He was just carrying it to show off and I believed him."

He said, "If I had reported that or turned him in, his family would have been forced to leave the housing unit."

So here is this one man driving a cab in Boston today who is in his way trying to do everything he possibly can in that unit.

I wondered if you find that there are such volunteers or groups in any substantial number of these units. Has there been any effort made to organize them and have they been organized?

Mr. TAYLOR. Nobody knows the number of good works that are done of that kind, and I am sure the values contributed by such people are tremendous. It is certainly a comforting thing to hear of a few success stories along with all the troubles. Nobody knows how many there are of such people, but as I said, it is not easy to organize people. It requires skill and training and time and effort.

You have to find somebody who will go in there and do the job. We just don't have enough people in our private agencies and when the public agency, such as the housing authority, does not have the money, or does not find the money for such people, there is a big gap. I might say, sir, that Mr. Lane, the chairman of the Boston Housing Authority, is also scheduled to testify before this committee, and I think that would be a very appropriate matter to investigate when he is a witness.

Senator HENNINGS. Thank you very much, Mr. Taylor.

The CHAIRMAN. Mr. Taylor, is it not true that one of the contributing factors to the juvenile delinquency problem today is the matter of the mobility of our people, the moving from place to place constantly in this highly industrial era in which we live?

Mr. TAYLOR. Well, it may be in some cases, sir. I think you would find it would be hard to demonstrate that in the areas of Boston where you have large mobility and less mobility.

There are certain sections of Boston where the people are pretty well rooted; they have been there for many years or even generations. There are other sections where there is a constant turnover in tenants, in tenement houses, apartment houses, and the like.

I think it would be hard to demonstrate that statistically.

The CHAIRMAN. I do not mean that as one of the major factors, but it is a contributing factor.

Mr. TAYLOR. It is a factor.

The CHAIRMAN. Now, in your public school system here in Massachusetts, do you permit the use of the playgrounds surrounding your schools to be used after school hours, your gymnasium and the like?

Mr. TAYLOR. There is a sincere effort made by the Boston school committee and the suburban school committees to use school buildings in the hours when they are not occupied by school classes and school groups.

The CHAIRMAN. That is a general policy?

Mr. TAYLOR. Yes. Of course, it is expensive. Like all city departments and town departments the school department is the big one; it costs the bigger amount of money and everybody thinks they spend too much money. It is expensive to keep a school building open and lighted and have custodial care provided.

So you just have to draw the line between where it is profitable and wise to spend this money, and where it is not. They do make a sincere effort to use school buildings in the nonschool hours.

The CHAIRMAN. That is very helpful, is it not?

Mr. TAYLOR. Very helpful.

The CHAIRMAN. Mr. Hannoch.

Mr. HANNOCH. No questions.

Mr. BEASER. I have no further questions.

The CHAIRMAN. Mr. Taylor, we thank you very much. This statement will contribute a great deal to the cause we are pursuing.

I thank you very much.

Mr. TAYLOR. It is a pleasure to be here.

Mr. BEASER. I have a few things for the record. One is "A Summary Report on the Apprehension, Disposition and Treatment of Juvenile Offenders," prepared by the Committee of Citizens to Survey the Social and Health Needs and Services of Greater Boston.

The CHAIRMAN. Without objection, it will become part of the record at this point.

(The report referred to was marked "Boston Exhibit No. 1," and filed with the subcommittee.)

Mr. BEASER. The next material is called "Boston's Troublesome Teen-Age Gangs," reprint by United Community Services in Boston from a series of 10 articles by A. S. Plotkin, in the Boston Globe, January 1953.

The CHAIRMAN. Without objection, it will be so ordered.

(The material referred to was marked "Boston Exhibit No. 2," and filed with the subcommittee.)

Mr. BEASER. I am offering as exhibits certain charts prepared by the Massachusetts Board of Probation, showing the rise in commitments, the number of juvenile appearances in the Boston courts, and the courts throughout the Commonwealth and the appearances and similar acts by youths between the ages of 17 and 21.

The CHAIRMAN. Without objection, these charts will be included in the record and made a part of the record at this point of the proceedings.

(The charts referred to were marked "Boston Exhibit No. 3," and filed with the subcommittee.)

Mr. BEASER. Mr. Thomas Heffernan.

The CHAIRMAN. Mr. Heffernan, we are delighted to have you here this morning. We thank you for your presence.

STATEMENT OF THOMAS HEFFERNAN, EXECUTIVE SECRETARY, CITY OF BOSTON'S COMMITTEE ON CIVIC IMPROVEMENT

Mr. HEFFERNAN. I am very happy to be here.

The CHAIRMAN. Have you a prepared statement?

Mr. HEFFERNAN. I have.

The CHAIRMAN. You may proceed in your own manner.

MR. HEFFERNAN. Do you wish me to qualify myself in any way?

THE CHAIRMAN. I want you to state your name and your address and the organization which you represent, if any, for the purpose of the record only.

MR. HEFFERNAN. My name is Thomas C. Heffernan, a resident of Boston. My present position is executive secretary of the City of Boston's Civic Improvement Committee.

Professionally I am a school teacher and school official. I am also an attorney.

For 22 years I was employed by the Boston School Department prior to taking this position in August of 1952.

I want to express, too, my appreciation to this body for the opportunity to appear here representing the civic improvement committee, to tell you very briefly about the history, the purposes, and the activities of our committee, and to present a few general observations about youth activities on the Boston scene.

Obviously, after the excellent statement of Mr. Taylor, it would be wasting time to repeat or to trespass upon the territory which he covered so very well.

In January 1951, 3 years ago, because of juvenile unrest and disorders and particularly because of an increase in vandalism, our mayor, John B. Hynes, established a civic improvement committee for the following purposes: To seek out and eliminate causes of racial tension; to establish harmony and good will among the citizenry and to espouse a method to discourage vandalism on the part of juvenile offenders.

This committee was composed of 50 Boston citizens representative of various racial and religious groups of the city and including professional youth and intergroup workers as well as some public officials.

This civic improvement committee followed the general pattern of mayor's committees in composition and purpose.

Incidentally, there are more than 50 of these mayor's committees now operating throughout the Nation, some by permissive statute, some by city ordinance, and others, like ours in Boston, by voluntary decree of the mayor.

For the first 20 months of its existence the civic improvement committee operated through an executive board and a research board drawn from the parent committee. It held public hearings, investigated incidents and tension situations and made recommendations to the mayor.

In 1952 funds were appropriated for a full-time executive secretary and in August of that year I was appointed on the recommendation of the executive committee, given secretarial assistance and space in the mayor's office.

Recently subcommittees have been formed on housing, youth activities, neighborhood planning and program.

I thought you might like to know something about the activities of this committee, and I would describe them as follows:

The investigation of incidents, especially assault cases involving youth.

The maintenance of liaison with the police, the courts, the schools, private agencies, and citizen groups with a view to investigating cooperation, accelerating healthful youth programs and assisting in the

development of activities and organized groups concerned with youth or human relations.

The committee also screens suggestions from whatever source received and passes on those which are worthy to whatever group may best develop them.

During the past year and a half this committee has had some part in the program or activities of nearly 100 organizations, many of which will be represented here before you.

With some of these organizations we have been in regular contact. With others we have worked only occasionally.

The readiness with which these groups have responded to the challenge of increased juvenile unrest has been in my opinion a very vital factor in keeping juvenile delinquency in Boston from going beyond its present level.

Our committee has had a part in the formation of several groups which have aided substantially I believe in meeting this problem. One which Mr. Taylor mentioned, the Greater Boston Council for Youth, which has a membership of more than 100 public and private agencies, has worked already in a selected area of the city with a local citizens group, planning a pilot youth project, obtaining initial funds, and is now in the process of selecting a director for this project.

Incidentally, that advisory committee embraced not only citizens of the community, but members of the staffs of local universities, workers in the various youth fields, and public agencies.

Another committee, which was organized in the fall of 1952, was the committee to combat vandalism, headed by Mr. Casey, who I understand is appearing at these hearings.

The CHAIRMAN. Mr. Heffernan, at this point, do you have much vandalism in this area of the country?

Mr. HEFFERNAN. Well, it is rather difficult to come out with an absolute total but we estimated probably a year ago, when we were investigating this problem, that about \$500,000 worth of property was destroyed in this area in the course of a year.

The CHAIRMAN. In the city of Boston?

Mr. HEFFERNAN. That is correct. That included broken windows in schoolhouses and damage to MTA, transportation equipment, telephone booths, electric light facilities, and installations, and so on.

The CHAIRMAN. Is it your considered opinion that that is unusual or extraordinary?

Mr. HEFFERNAN. Well, on the basis of what I have learned from other cities, no. In fact, peculiar as it seemed to us, after the initial publicity was released on this matter of vandalism, we received letters from other parts of the country asking us how we kept it down to such a low level.

The CHAIRMAN. I certainly hope you did not find any vandalism in connection with your wonderful historic buildings up here.

Mr. HEFFERNAN. I would say not.

The CHAIRMAN. Thank you.

Mr. HEFFERNAN. This committee has really done an excellent job. As I say, it is difficult to measure progress in terms of dollars, but we have used as a measurement stick—and I am sure Mr. Casey will give you the full details—the cost of replacing broken glass in public school buildings. This cost showed a steady rise for a number of years.

During the past year, since this committee to combat vandalism has gone into action, the annual cost has been dropped \$70,000 to \$55,000.

It has represented a saving of \$15,000.

We feel that if such tangible results are evident in this one item, then, certainly, the excellent program that has been put on by this committee must have accomplished some fine results in intangible areas which are difficult to measure.

The steady day-by-day effort that has to go into meeting problems of recent months are frequently overlooked by the more sensational reports of depredations of youth.

For that reason I would like to spend my few minutes in talking about the fine cooperation that I have found on every hand. It is not really my job to go around criticizing people. It is part of my job, and the committee's job, to investigate situations, to determine whether the police and the schools and so forth are doing the best possible job in a given situation, and to make recommendations in a friendly cooperative manner.

Speaking about the police department, I can say that the police department has been most cooperative in situations where incidents have engaged the attention of our committee. They have cooperated effectively in preventing anticipated trouble. In cases where rumors have come to our attention from various sources, their records of investigations and apprehensions of youthful offenders have been increasingly good.

The CHAIRMAN. Does that apply generally throughout the State?

Mr. HEFFERNAN. I am talking only of Boston, sir. I might make a comment in regard to that question which you addressed to Mr. Taylor concerning the juvenile bureau.

We have a crime prevention bureau in the police department which is staffed by a number of policewomen who center their attention mostly on girls. They patrol the places of public assembly and amusement centers, railroad stations, hotel lobbys, and so forth, and they check up on the girls. They also take charge of runaways.

Now, I understand that some time in the early history of the local police department men were assigned to this bureau, but in the wisdom of the commissioner—I don't know whether it was the present commissioner, or one of his predecessors—the men were removed from this bureau and authority was given to local division captains to name special juvenile officers from among their personnel in the station house as they felt the need required, and that is the pattern that is followed in Boston now.

The individual captain has to determine what are the problems of his division. He may decide that he will name one man as a domestic relations officer, or a man who will handle family troubles. He may have nobody whom he designates especially as a juvenile officer.

On the other hand, in the next station house where problems are different that captain may have as many as two men whom he designates as juvenile officers.

Mr. BEASER. Mr. Heffernan, may I interrupt?

Are these domestic relations officers or juvenile officers getting any training, or is it just the officer on the beat who is assigned to handle juveniles?

Mr. HEFFERNAN. I think their training is largely empirical, it comes from experience. I am sure there is no special training for them.

Mr. BEASER. Any special qualifications sought?

Mr. HEFFERNAN. No.

Mr. BEASER. Any laid down by the police commissioner or the captain?

Mr. HEFFERNAN. Not to my knowledge. They are men selected from the ranks. I am sure they are selected because they have shown some aptitude to the particular type of work.

Mr. BEASER. Since you have brought up the question of the police department, it might be helpful to the subcommittee to know how it is set up organizationally.

Mr. HEFFERNAN. I really think the commissioner is better qualified to give that.

Mr. BEASER. The commissioner is appointed by the Governor rather than by the mayor?

Mr. HEFFERNAN. That is right. All the funds are supplied by the city for the operation of the police department.

The CHAIRMAN. Senator Hennings, have you any questions at this point?

Senator HENNINGS. Mr. Chairman, is the commissioner going to appear?

Mr. BEASER. The commissioner will appear.

Senator HENNINGS. In that event, I will not ask this question.

Mr. HEFFERNAN. Since last fall with the cooperation of the police commissioner I have been given the privilege of presenting at the police academy a short series of lectures on my authority group problems. I give this short series to each class of newly appointed officers.

We feel that it is a move in the right direction. We know that the authorities at the police academy have been covering certain facets of the problem, but we feel much happier about being there to fill out the background of the officers along with them.

Another department which has worked very closely with our committee is the park department. I know Mr. Ryan is going to testify. I hope he will tell you that among major contributions of this department are the steadily increasing numbers of outdoor play areas. I hope he will tell you, too, in November of 1952 Mayor Hynes changed the designation of municipal buildings to recreation centers in order to make it possible to broaden and adapt programs more readily to meet the particular needs of the youth in each area of the city.

Previously when known as municipal buildings they were really buildings which housed a gymnasium and all the activities swung around the gymnasium.

But now Mr. Ryan—as I say, I am sure he will tell you this—Mr. Ryan has worked out an excellent program for a number of various recreational centers adapting the program to the needs of the particular community.

Another department that has moved forward quickly in response to changing conditions is the school department. One of the outstanding things done by the school department is the establishment of a new course in civic education for ninth-grade pupils, the first of its kind. I believe, in any large city in the country.

It is a course which eventually will reach into all subjects at all grade levels.

Thirty-five pilot teachers are handling this course. Supplementing this very forward-looking and well-adapted project, the school department has been joint sponsor of a 16-meeting course entitled "Making Better Citizens Institute," the State director of Americanization and Boston Council for Youth cooperating.

Although this course is entirely voluntary—I think this shows some interest—although this attendance is voluntary, as many as 350 teachers have attended a single meeting.

A special committee will adapt all of the material that is presented at the panels for subsequent classroom projects. There are many facets to community life, far too many for me to touch upon particularly in view of the fact that we are having many other witnesses, but I think I should mention this one. I think we all recognize that there are many factors which go into the making of a juvenile delinquent. I think we all agree that environment, living conditions, housing conditions, are very important.

Recognizing the adverse effect of depreciated property on the city and its citizens, Mayor Hynes recently set up committees on rehabilitation and conservation in each of the 16 health and welfare areas of the city.

These communities are working with city department heads and with private property owners to prevent spread of blight, to maintain values and to maintain also a pride in the various neighborhoods with the resulting social benefits that will come from living in more attractive surroundings.

Citizen groups have been formed or expanded in various parts of the city to work with our youth. Many are operating successful programs.

One in particular I would like to mention just to exemplify what is being done, has been advancing with the assistance of a youth service board recreation director who has been assigned to Boston for the past year. This particular organization ran a block dance last summer at a time when everyone in the community was quite apprehensive of the effects of bringing together a large group of youths.

Twelve hundred young people attended in the most heterogeneous section of our city. There was not a single incident. A good time was had by all and I know that the press, one paper in particular, commented editorially on the wonderful job.

Now, this job was a wonderful job because of the fact that mothers and fathers and other citizens of the community got into the act and did their proper part. I think you will find, as you listen to later witnesses, that in various parts of the city there are many such relationships existing between local adults and children.

Youth councils have also been established in many neighborhood houses and civic centers. In these councils boys and girls discuss problems that concern them and plan projects helpful to the community.

Detached workers have been added to other houses to recruit youths unattached to other programs.

Last night I had the privilege of attending the third annual junior good will dinner, sponsored by the Massachusetts Committee of Catholics, Protestants, and Jews. One hundred and fifty high school boys attended as guests. They were chosen from both public and

parochial high schools. I think this activity is another indication of the tremendous interest that our adults in all walks of life have in the future of your youngsters. This activity has accomplished a great deal of good.

There is some followup after it by the committee. It has inspired other similar affairs in the city.

As a matter of fact, we are having another rather significant program next Monday night at Freedom House in Roxbury, where the Roxbury Youth Council will be host to the mayor's civic improvement committee at a dinner to be followed by a joint discussion.

We feel increasingly it is important to mingle with the youths and adults. You know, sometimes when people are not working with youth, they get away from them and they don't understand them quite so well as do the people who work with them.

I think that one of the aims of many, many of these organizations has been to bring the citizens of the community into closer contact with the youth so that they may understand one another better and jointly work out programs and solve problems.

In the brief time that is available it is impossible to detail the effect of work done with youth by many other worthy organizations, such as the CYO, which reached into every Catholic parish in the diocese, with athletic programs, dances, youth councils, YMCA, which has a similar program, the Jewish centers, the Big Brother Association, and countless others, all of which have contributed so substantially to direct our boys, Boston boys and girls, along the path to good citizenship.

I realize there is still much to be done. Particularly I think it is necessary that we establish better communication among all agencies dealing with youth, both public and private, hopefully feeling that those who direct the agencies will continue to be openminded and receptive to new ideas and willing to cooperate.

The CHAIRMAN. Close affiliation, rather than better communication; am I right about that?

Mr. HEFFERNAN. It is a combination of the two. I think we need to bring all the best brains of the community to bear on the problem and we have to give, bend a little bit for the common good.

There is yet much to be done, but with the willing spirit and ready cooperation of our Boston people, I feel that we shall continue to improve the situation.

This business of youth is a tremendous and never-ending job for all of us, but it is evident to me—

The CHAIRMAN. It is the biggest job we have in America, is not not?

Mr. HEFFERNAN. It certainly is. It is evident to me that the people in our community feel that no job is richer in its rewards to the community and the Nation than that reward which comes from directing youth into happy productive adult life.

That is my statement, Senator.

The CHAIRMAN. You have made a very fine statement. We are very grateful to you for appearing here today.

Senator Hennings?

Senator HENNINGS. Mr. Chairman, I would like to say to Mr. Heffernan that he gives me, and I am sure the other members of this subcommittee, the greatest encouragement and feeling of inspiration to know that there are people and groups in these communities who

are doing other than wringing their hands and lamenting the decadence of today's youth.

The old cliché by Mark Twain, "Everybody talked about the weather, but nobody did anything about it," we find that is true in so many communities.

I know it has come to my attention, in a place where I happened to be just the other night, which had a very serious juvenile problem in terms of the more apparent forms of law violations, such as vandalism and the destruction of property which come to the attention of people most forcefully, that they were denying that they had any problem.

But I was told aside by a gentleman of standing and character who was just giving me the information and who said, "We say that there is no problem here because there are very few arrests, but the problem is very serious; it is growing and because of failure to recognize that it exists nobody is doing much about it."

That is true in some places, is it not, Mr. Heffernan?

MR. HEFFERNAN. I think it is, Senator. I think the people in this community have certainly tried to face up to this problem as they try to face up to every problem.

The thing that encourages me most, as I have said, is the willingness and eagerness on the part of people to do the job. That goes not only for the professional youth worker, the people in public and private agencies, but it goes for citizens on the street like your cabdriver this morning.

Believe me, he proves that the Boston cabdrivers are among the best public relations representatives we have.

Senator HENNINGS. He told me that he had a most absorbing interest in this as I say, without knowing I had any connection with this subcommittee.

MR. HEFFERNAN. You started asking Mr. Taylor questions about the police handling athletic programs and so on. He answered you there is no official connection between the police and the athletic programs, but there are many, many policemen active in running softball leagues and handling groups of youngsters in this activity and that.

We feel that the success of our playground program measured in terms of number of participants is due in a large degree to the interest of the policeman who controls the beat.

The policemen in Boston, I think, have a pretty broad interest in youngsters and those of them who are still in the age brackets where a fellow can get out and bat a ball and run around, show a willingness to do it on their own. I think that while the number of police participants may not be as broad as we would get in a planned program, I think the fact that so many of them are doing it voluntarily is another wonderful indication of the spirit in the community.

MR. HANNOCH. Are they any better than the top? They have to get inspiration from the top. What sort of inspiration do you get from the top of the police?

MR. HEFFERNAN. In regard to youth activities?

MR. HANNOCH. Taking care of work, supervising?

MR. HEFFERNAN. Are you thinking in terms of athletics?

MR. HANNOCH. Anything that has to do with youth. Those police officers are no better than the man who runs them.

Senator HENNINGS. You mean by way of prevention, too?

Mr. HANNOCH. Yes.

Mr. HEFFERNAN. I don't like to generalize. All I can do is work from the few specifics which I know personally.

The CHAIRMAN. That is the type of information we want, specific information.

Mr. HEFFERNAN. I know several matters have come to my attention about police participating in different types of athletic activities. In each occasion the commissioner has always given us permission. He has said, "Go ahead, that is a good thing." That is all I know from personal contact with it.

The CHAIRMAN. Any further questions?

Mr. Heffernan, before you leave the stand I would like to make this observation and ask a question:

Yesterday morning it was my privilege to address the Veterans of Foreign Wars group in Washington at a breakfast meeting, and one of the members present happened to be a member of the police department in Newark, N. J. After the breakfast was over I asked him what that situation was in Newark with respect to increase in juvenile delinquency.

He said it was very serious and he gave me some specific instances. They were having a lot of holdups over there and that sort of thing.

I ask you this question in Boston—you see. I indict my own State first before I come to Boston—in Boston percentagewise, what would be the increase in juvenile delinquency here in the last year; do you know?

Mr. HEFFERNAN. I don't know the exact figure from that.

The CHAIRMAN. Do you think it is on the increase?

Mr. HEFFERNAN. Frankly, my impression has been that there has been a leveling off in the last 3 or 4 months. But statistics may tell a better story.

Senator HENNINGS. May I say as a matter of my personal observation to Mr. Heffernan, and I think members of the staff and counsel and chairman may concur in this, that statistics are very tricky and illusive things when you come to talk about crime rates or juvenile delinquency rates, decreases or increases. Is that not correct?

Mr. HEFFERNAN. That is correct.

The CHAIRMAN. The Chair was not referring to statistics; he was referring to specifics.

Senator HENNINGS. I was not referring to the chairman's question. I was making an observation. First, we have to define delinquency. Delinquency by one definition of the term may mean an overt act in violation of a statute, or ordinance, or otherwise.

The figures also may be influenced by whether arrests are made or whether the offender is brought into court or not brought into court, or referred to an agency, or given a warning.

There are so many variations, so that we have found, and I know that the Chair will bear me out, we have found thus far in our inquiry that bare statistics or figures showing increases or decreases percentagewise are always subject to many qualifications, definitions, reservations, and the application of some measure of elasticity.

So I would assume then, Mr. Heffernan, that we really do not know.

Mr. HEFFERNAN. I would agree with you, Senator; yes.

Senator HENNINGS. About whether the problem is of great dimension and on the increase, or whether the problem is abating. The fact that it remains a problem is really that with which we have to deal.

Mr. HEFFERNAN. That is true.

Senator HENNINGS. Let us assume that juvenile delinquency is on the decrease, which many of us do not think is true. Young people in trouble are becoming less and less numerous—let us make all those concessions—it still remains a problem of transcending importance in our national life, does it not?

Mr. HEFFERNAN. I believe it does, and I think it is an area where we cannot let down at all.

Senator HENNINGS. And while it is important for a committee such as this, and for those of us who are interested in this sort of work, as many of us have been for many years of our lives, it is important to bring to the public an awareness that this problem is not of little consequence, but of great importance.

We may at times say that it is increasing here and increasing there; that seems to be the consensus.

Mr. HEFFERNAN. I think there is no question about it. Your committee is performing and ultimately have performed a very important public service for which I am sure the people in the country will be grateful.

Mr. HANNOCH. Do you know, Mr. Heffernan, why there is no juvenile squad in the police department when that seems to be the general vogue throughout the country now?

Mr. HEFFERNAN. I think it is a matter for a commissioner to determine in his own good judgment what he thinks is the best way to handle the problems of his department. It seems that Commissioner Sullivan feels that he can handle better this problem of juvenile delinquency by the type of organization I mentioned to you.

But he will be here himself.

Mr. HANNOCH. Everybody says to ask him. That is why I am trying to find out from somebody else.

Mr. HEFFERNAN. It is a matter of policy determined by the commissioner.

Mr. HANNOCH. Is that not subject to the control or direction of the local staff?

Mr. HEFFERNAN. I don't believe so. I don't see how he is. He is appointed by the Governor of the Commonwealth to serve as police commissioner of the city of Boston.

Boston provides all the funds for the upkeep of the police department, but the commissioner is appointed by the Governor.

Mr. HANNOCH. Who is his boss?

Mr. HEFFERNAN. I would assume that he has a duality of bosses.

Mr. HANNOCH. Your hesitancy in answering would indicate that nobody knows who is his boss.

Mr. HEFFERNAN. That is probably the answer.

Before I leave the stand, I would like to say, to cancel out what Senator Hendrickson said about Newark. During the past summer I spent a very pleasant week in the company of a group of people, in the institute, many of whom were from Newark. From what I heard I think you have an excellent city government and certainly a fine mayor's committee.

The CHAIRMAN. There is no question about that, but this problem of juvenile delinquency does not reflect on public officials entirely, or on local government.

Now, that leads me to a question. There was a lot of discussion in the debates on the floor of the Senate yesterday where the responsibility for this problem might lie. I can see where the local level of government, that is, the community level, had the primary responsibility, but I would like to ask you whether you do not think that the Federal Government has a great responsibility as well as the State and local level?

Mr. HEFFERNAN. Frankly, I have not given too much thought to that particular subject, but by analogy let us consider the wonderful impetus that has been given to vocational education by grants of Federal aid, by the interest shown in that very important phase of life by our Federal Government.

It would seem to me that if the same general pattern could be followed in handling a problem of this kind, then the Federal Government would have a very important part to play.

At the local level I do think there should be some authority, by statute or by ordinance, to coordinate the activities of these various departments, somewhat after the fashion of the New York City Youth Board.

I think that while each department head in his own judgment is doing the best job in his particular area, he does not reach over and share and cooperate and ask for the best possible results of the heads of other departments.

I think the need has been shown for some such coordinating agency. I think it has been demonstrated like the New York Youth Board, which I had the privilege of visiting; some such agency like that is needed and can help to do the job more effectively.

The CHAIRMAN. Do you, or do you not feel the responsibility of the Federal Government to furnish leadership is an important thing in that area?

Mr. HEFFERNAN. I think so, because at the moment, at least, juvenile delinquency seems to be a national problem. It will always be a national problem; it will never be confined to any specific locality. It does seem to me it is perfectly competent for the Federal Government to take an interest in it, and do what it can to help solve this national problem.

The CHAIRMAN. Thank you, sir.

Mr. HEFFERNAN. You are very welcome.

Mr. BEASER. Miss Basilla Neilan.

The CHAIRMAN. Miss Neilan, the subcommittee welcomes you here this morning. We are grateful for your presence.

STATEMENT OF MISS BASILLA NEILAN, DIRECTOR OF CITIZENS OF TOMORROW, FREEDOM HOUSE, ROXBURY, MASS.

Miss NEILAN. Thank you, sir.

Mr. BEASER. Will you state for the record your full name, your address, occupation, and a little bit of your background?

Miss NEILAN. My name is Basilla Neilan, 22 Hilliard Street in Cambridge.

I am now director of a program called Citizens for Tomorrow, out of Freedom House in Roxbury.

I was formerly director of the city of Cambridge youth project for 3 years.

Mr. BEASER. What has been your formal training?

Miss NEILAN. Calvin Coolidge College and Boston University.

Mr. BEASER. Are you a social worker?

Miss NEILAN. Yes, sir; I am a social worker, youth worker.

Mr. BEASER. Will you tell us what your project is out in Roxbury, and if you would, before you begin, could you identify on the map where Roxbury is?

Miss NEILAN. I think so, sir. We are in the upper part of Roxbury. We consider our area the upper Roxbury area.

Mr. BEASER. Is it mostly residential?

Miss NEILAN. Yes. We border on the Dorchester line.

Mr. BEASER. Very little industry, if any?

Miss NEILAN. Very little, sir. It is mostly a residential area. I think it is considered the residential area of Roxbury.

Mr. BEASER. Will you tell us when you went to Freedom House what you found there and what you are doing and what you are hoping to do?

Miss NEILAN. Well, my work started in Roxbury in March 1953, which actually gives me 10 months' experience, which I think is very little at this time. So that I feel my actual knowledge of the total area is still quite limited. Even more so since the bulk of my work is confined pretty much to the upper Roxbury area, as I pointed out to you on the map.

That is defined roughly as lying between Dale and Cedar Streets, Washington and Warren Streets.

However, these are my impressions and experiences so far:

First of all, I think I can say I was somewhat surprised when I arrived in Roxbury in that I honestly had expected it to be far worse.

I feel that poor publicity had blown up our teen-age problems in upper Roxbury very much out of proportion and the situation was not quite as bad as I have found.

Mr. BEASER. What did you find?

Miss NEILAN. First of all, I found that the teen-agers in our area were extremely discouraged youngsters, particularly those youngsters who are not involved in the courts, or who were not labeled juvenile delinquents, were being held as a total group.

Many of our young people who were honor students in our high schools, what we would consider good young citizens, were being picked up, were being chased off their own front porches and labeled as total juvenile delinquents.

Mr. BEASER. Picked up by whom?

Miss NEILAN. Moved along by the police.

I felt that there was a certain amount of hysteria in the area, that people were afraid of something that, as far as I could see, was sometimes somewhat overemphasized.

I feel that the community itself, and I speak again of the upper Roxbury area, is one where there is a great deal of hope for the future for adult and young people.

I feel, too, that Freedom House, which was there 2 years before I arrived, a new kind of racial, nonsectarian center for civic improvement in the community, is testimony of that fact.

My experience so far tells me that there is an even greater need for cooperation among the various racial and religious groups. I feel

that there is some hostility between the various groups which have and can lead to real difficulty in the event we neglect our duties in bringing together for work and recreation people of the varying backgrounds.

I would like to clarify that in that I think I can say that Roxbury is the most representative of the various racial and religious groups of any other part of Boston, living side by side.

The CHAIRMAN. Miss Neilan, what is the population in that area?

Miss NEILAN. I could not give you an exact estimate, sir. I started my work in Roxbury by using as a nucleus for a beginning youth group, a small group of boys who organized themselves that previous January at Freedom House.

Mr. BEASER. They organized themselves in a club; is that it?

Miss NEILAN. I tell you, sir, they were pretty disturbed at the fact that all teen-agers were being labeled juvenile delinquents. These were boys who hoped to aspire to something better. They were interested in doing something for the community. They were interested in bringing other people, other young people, in to talk about the problem and measure up as to how many of the kids could be considered really bad.

They started off with a junior brotherhood breakfast. They brought boys of all racial and religious groups from Boston to this affair. They followed up by a few weeks later getting into the back of the city of Boston's dump trucks, going down into the areas of Roxbury and with city brooms and city shovels, cleaning and fixing up our back alleys.

They then decided that since it was a little hard to get good publicity that maybe they would try a project. They decided they wanted to honor the outstanding student in every Boston high school.

Then apparently as we have as many juvenile delinquents, at least beside that in our newspapers, there would be this news release that there were our young people in our Boston high schools who were being honored as good citizens.

That evening that we honored our good citizens, the Roxbury Youth Council came into being.

The young people decided that they wanted a youth organization in a nonsectarian atmosphere, which would be slightly different than most of our youth agencies where they could come freely, all ages, all races, all creeds, from the various Boston high schools to commonly discuss their problems.

Now, in our program we consider recreation with education. We have athletics; we have three clubs; we have discussion groups; we have a new group which is starting this Monday, which we hope to take around to many of the Boston cities and towns, called "Our Panel of Future Citizens," giving young people the opportunity to speak, to discuss their own problems.

Mr. Heffernan, I believe, mentioned a program which we are having Monday night to which we are inviting his committee to participate in with the young people.

I feel that it is necessary to say that the Roxbury Youth Council for the most part is made up of extremely intelligent and well-integrated kids, personalitywise.

Their feeling is that teen-agers as a complete group have received too much adverse publicity, and youth in general have suffered for

the misdeeds of still relatively few, considering the total amount of young people.

We, and when I say "we," I mean my associates at Freedom House, feel that there are no organized gangs at this moment in Roxbury. I have investigated and worked with youth involved in three major incidents which have occurred since I have been in Roxbury. Not one of these incidents involved regularly organized gangs as such.

Mr. BEASER. What do you mean by regularly organized gangs?

Miss NEILAN. I would consider them as a group of boys who have associated themselves together for quite a period of time.

These incidents were between 2 boys, or perhaps 3, and out of that a group of sympathizers would gather and perhaps participate.

They were not boys who meet regularly, who had a gang football team, or a gang baseball team, or the like.

But we were concerned about these incidents, gentlemen, because of the implication of real racial and religious tension in the area.

I feel that the Roxbury Youth Council can first bring together boys and girls of other races and religions which in turn we hope will break down some of the walls of resistance, ignorance, and hostility and these things, of course, which could cause serious religious fights.

My nucleus group of what we might consider nonproblem youngsters can attract and are attracting to their program of self-government, self-discipline, youth planning and youth participating, a group of young people who perhaps, can I say, could easily take another road.

This core group of young people that I mention have the strength and are going along with the idea that youth can attract youth. We feel that they will draw to our activity some of the young people who have either been in trouble, or can easily get into trouble.

Mr. BEASER. Have they so far attracted that type of boy or girl into the group?

Miss NEILAN. Since this fall, sir, I have noticed the young people starting to move into that direction, yes, I would say we are starting to draw some of the young people who have been, or could be involved in difficulty.

Mr. BEASER. Are they mixing in with the other boys and girls quite well?

Miss NEILAN. So far I would say yes, to that question. There is a difference in the kind of activity that they want. We have to use many methods to get some of these other young people in.

But all in all, with the reason for the existence of Roxbury Youth Council, which the young people know themselves, to better their community, I think they will work together as a team.

Mr. BEASER. Do they participate in planning the program or is the program planned for them?

Miss NEILAN. It absolutely is not planned for them. We work with the idea that teen-agers are a special age group that they should have an opportunity to plan their own program, that they should elect their own officers; they should carry out their own activities.

If their activities fail, then they will have to suffer the consequences. If they succeed, then they will get the glory of their success, a part of their growing up in entering their adult life.

Mr. BEASER. Have they with success planned programs in the past?

Miss NEILAN. Yes, sir.

Mr. BEASER. Could you give us an example?

Miss NEILAN. I think perhaps one program that they planned and carried out successfully was sometime in October when they came to me and said they would like to have something on New Year's Eve that would give them the opportunity to act as grown ups and still take many of them off the streets.

So they carried out and executed a formal dance, dressed in formal clothes, and I can say to you gentlemen that I did not have one minute of difficulty the entire evening with them. They were acting grown up and they were grown up.

Now, that is one thing that the young people worked on and for many, many weeks, and they did carry out.

Mr. BEASER. You have been pretty close to a large number of boys and girls, have you not, for 10 months?

Miss NEILAN. Yes, sir.

Mr. BEASER. What are the things that the young people themselves are saying about delinquency, the problems they face, the problem of adult example they get?

Miss NEILAN. First of all, as I say, they are disturbed in that young people as a whole are more or less branded now. That disturbs them the most.

As far as juvenile delinquency is concerned, they feel they have a stake in it, that they should be doing something to alleviate conditions.

With that in mind, they feel one of the best things they can do, for instance, our boys, is to set an example for the younger boys in the neighborhood.

With that in mind, they are planning to set up athletic programs for the younger boys in the neighborhood in an effort to assist them.

You, I am sure, will agree with me that they can act as a hero to a 10- or 12-year-old child. This is one of the programs they plan to carry out.

Mr. BEASER. Do they complain to you about any adult activity which causes them concern?

Miss NEILAN. Yes, sir; they have complained to me about gambling in the area. They have complained to me about home conditions. Some school conditions, and some police conditions.

The CHAIRMAN. That leads me to a question.

Miss Neilan said that at this formal party these children were acting grown up and were grown up. You meant in the sense that they were very well behaved?

Miss NEILAN. Yes, sir; extremely so. In fact, I might add that I was a little bit surprised myself.

Mr. BEASER. Specifically, Miss Neilan, what are they complaining about? What do you mean by complaining about gambling?

Miss NEILAN. Well, the boys have reported to me on several occasions that they feel the community might be slipping because of the kind of gambling that was going on. They have complained about places where they know younger children have been given liquor by adults.

Mr. BEASER. Do they feel that liquor is one of the contributing causes to some of their fears of going off in those directions?

Miss NEILAN. From the boys I understand if involved in a fight, that that can cause it to be far greater, that liquor does enter into the picture.

Senator HENNINGS. Miss Neilan, I take it you are of the very strong opinion that it is much better to let the young people organize themselves than to ask them to come into a group, whether it be in an agency building or otherwise, than somebody else who thinks he or she may know what the children want and should have.

Miss NEILAN. I feel we can build the most beautiful building in the world and still not get the young people.

Senator HENNINGS. There is no doubt about it. On the program the other night in Town Hall, one of the YMCA officials asked me a question which related to that general problem. He agreed with me that these agencies are all fine—YMCA's, Boy Scouts, Big Brothers, of which I have been a director for many, many years. But we don't get out and reach the kids who need it most by and large.

What is your notion about that? How can we get out and reach more of the young people who really need this sort of thing more than those whom we do reach, who are vastly helped by all these programs.

I do not disparage, I want to make very clear, that these are fine works that are being done by the dedicated men and women of the YMCA and YWCA and the Catholic groups and others.

I gather from your appearance that you are a relatively young lady and you are pretty close to these youngsters. I have been reading a fine piece about you, which appeared in the Boston Post on June 28.

Where do you think we have failed to really get at the boys and girls who need the help?

Miss NEILAN. My opinion, sir, is just one, but I do feel that in getting the young people on the street corners we need pretty much to go to them.

As I say, I think we can build a lovely program; we may have lovely buildings and they may be 3 miles away from it. I think what we need is a core of trained men and women who will go out on the street corners, speak a language that the kids understand and then draw them into the agencies where there is a constructive program already going on.

Senator HENNINGS. As the New York Youth Board is now doing very successfully, we understand.

Miss NEILAN. Yes, very definitely.

Senator HENNINGS. You cannot get a lot of rugged boys to come some place and play beanbag because somebody thinks that is what they ought to do. They are happy to play basketball and do all these things, but they want it to be something they think of and want to do rather than what some older person has told them is good for them, a fine outlet, good clean recreation.

All of those things are true, but it just does not work too well, does it, they like to run their own show?

Miss NEILAN. I am venturing one guess, but in the experience I had in Cambridge, many is the time I was found shooting dice because that is the way I was going to get a particular gang in. I think that is a method, that regardless of the feeling of a particular person in charge that is the method.

Senator HENNINGS. You cannot be self-righteous and aloof and look down your nose at them and give them this patronizing, con-

descending inspirational business, until you really get them to have some confidence and faith in you as a human being.

The fact that you recognize that they are people, individuals——

The CHAIRMAN. Briefly stated, you have to touch their souls.

MISS NEILAN. Well, I am afraid it may sound corny, but I think working with a heart instead of a textbook works.

The CHAIRMAN. The heart and soul are part of each other.

MR. HANNOCH. Who gives you money to operate?

MISS NEILAN. I have a special board of Boston businessmen who raise the fund.

MR. HANNOCH. Purely voluntarily?

MISS NEILAN. Yes.

MR. HANNOCH. Are you a part of the movement that is national now?

MISS NEILAN. No, sir; no.

MR. HANNOCH. Just on your own?

MISS NEILAN. Yes, sir.

MR. HANNOCH. Do you know there are other organizations that are running just what you are doing and trying to do the same thing?

MISS NEILAN. Yes, sir; many of them all over the country.

MR. BEASER. Miss Neilan, before you proceed, I would like to pursue, because of the conversations which we have had with youths in your center, a little bit of the attitude of the youths with respect to the emulation of what their elders do.

You talk about their seeing gambling going on. What does that lead to? Does that lead them to gambling, or does it lead them to a disrespect for law or a devil-may-care attitude?

MISS NEILAN. I think it would be a combination of all three. I know of some boys that are gambling. I know it does give them a feeling against the police department.

I think that another problem in their relationship with adults, that the young people are particularly worried over, is their relationships at home with their parents.

MR. BEASER. What do you mean by that?

MISS NEILAN. We must accept the fact that teen-agers can be pretty exciting to work with and on Monday all of their decisions are made and on Tuesday their decisions are changed, and there is a totally new set of decisions. With that it can be pretty upsetting to most adults.

I find that according to some of the complaints I get from young people when dad arrives home at night, the television goes on and dad disappears until next morning and it is pretty hard for the boy to talk over problems which he must talk over with a man.

If there are children in a family in some of the crowded housing conditions, there is no opportunity to have places of their own, in many cases to sit down and study, and that does send some of them out to street corners. They cannot in some cases get their questions answered by father and mother, and they go out to street corners to get their questions answered by the boys and girls, and not in the best way.

MR. BEASER. You say you are also concerned about the handling of them by the police. Can you give us more information on that?

MISS NEILAN. I had one case which disturbed all of us. We had a boy who I think is very much of a representative young man, a good

student, good family boy, never caused any problem, that we found was very severely beaten by a police officer. When he arrived back there was a certain amount of talking around the young people and that kind of thing may result where the young people would organize, find the police officer where he comes out after his evening's work and take care of him.

But this youngster is a boy who has never presented any kind of problem but who was beaten severely, and I am sure the most important thing is the fact that he will never forget it, and there will always be a certain amount of fear of the police officer.

I would like to say this much, that that was in the case of one police officer. We have many police officers in our area headed by Captain Collaren and if they do what they are doing now in Roxbury, we won't need to work. They are fine men, but I can't understand a man who has a club or a badge acting in the way he did.

Mr. BEASER. Is there any effort made by either the police department or you to get the kids and the police to know each other a little better?

Miss NEILAN. Yes, we are going to attempt to do that. It worked effectively in Cambridge, working side by side, the police and young people. In fact, we used to have baseball games with the police playing the kids.

I hope to do the same thing in Roxbury.

Mr. BEASER. Will you proceed with your description of the program?

Miss NEILAN. I would like to say I feel there is a need for youth workers, specifically for teen-agers and teen-agers alone, repeating again, speaking their own language and who will be able to play with them, participate with them.

You can become close to a teen-ager, not behind a desk, but playing basketball, jitter-bugging, or having a bottle of coke with them. You can learn more in 5 minutes that way than you can by sitting behind a desk for 5 years.

I think there is a great need for specially trained police officers.

As I said before, I think specially trained police officers who, to start with, like young people, you have to like them to work with them. If we could have a crew of those officers in the tension areas of Boston, a great part of the problem would be eased.

The CHAIRMAN. In other words, you believe that there should be specific juvenile squads?

Miss NEILAN. Yes, sir.

As I said before, and I repeat again, the need for social agencies, not to wait for the boy who is considered the nonconformist to come to their door and knock. I think we have to stop waiting inside; we have to go outside and find them. We hope that Citizens for Tomorrow and Freedom House will make a contribution to the prevention of juvenile delinquency by first the Freedom House concentrating on the effort as a nonsectarian, interracial civic center, that places its effort on achieving a better community and environment, a better place for kids to grow up to be citizens of tomorrow, by encouraging good citizenship and civic pride in young people of the various races, religions, social and economic background.

Mr. BEASER. Miss Neilan, one last question that I have: Do you have any disciplinary problem with the youth you work with? Do they get out of hand so that you have a little trouble?

Miss NEILAN. Yes, sir.

Mr. BEASER. How is it handled?

Miss NEILAN. Discipline problems do come up, and with that in mind we have developed a court and jury system of the young people. When a disciplinary problem comes up, I throw it back in the hands of the young people.

As a matter of fact, I would consider myself far more lenient than they are with each other, with the idea that you don't mark up a wall, you don't mark up a wall because the fellow will come along and say, "Hey, Buster, don't mark up that wall. I painted it." The fact that for discipline they would wash floors or wash a wall, and because young people need the prestige, the feeling that other young people accept them.

Young people want to be accepted by young people. They never fail to carry out their assignment. So if I have a serious problem, if I think I can cope with it more easily, I will try it, but for most cases I will try to hand it to the president of the group, or to some young person I feel has their respect who can handle it.

Mr. BEASER. We have heard that the leadership of these groups must come from within the community itself. Do you find any problem in the fact that you are from Cambridge, say, and are coming in as a group worker into Roxbury? We have been led to believe, or we had some testimony that what you should do in these instances is get the leadership from the community itself.

Are you having any trouble in that way?

Miss NEILAN. I would say there are very definite limitations. If it were at all possible to have someone who grew up in that community, that is the thing to do. I was born and educated in Cambridge and that is where I started my youth work. I knew the streets; I knew the kids; I knew the gangs. It was much easier.

This way it has taken me a longer period of time to get myself acclimated.

Mr. BEASER. How much, would you say, is the group held together by the activities of the group worker, and how much is there a hard core of kids who would go on if the group worker left?

What was your experience in the Cambridge project when you left Cambridge?

Miss NEILAN. The young people are functioning. There are approximately 100 of them functioning in Cambridge. I find that your leaders will continue, in fact, many of the young people did in Cambridge, when they finish their term of service, are planning to enter college to become social workers, particularly because they are interested in this detached work form of program.

I would say for the most part your leaders will continue, the leaders that have been the closest to you, that have had the longest period of time with you.

Mr. BEASER. I was wondering to what extent the group leader is necessary, a continuing person on the scene, and how much the kids themselves can carry on.

Miss NEILAN. I think it is up to the group leader to make the kids as individual as possible, so if something happened to the group leader, so that if he left, the program would still continue.

Mr. BEASER. Should that be the objective for the group leader?

Miss NEILAN. I think when you get to the point where the kids ask you to become an adviser you have gained a little headway. In other words, you have your foot very much in the door.

The young people have accepted you and what is more, I should think they like a person at that point.

Senator HENNINGS. Do these kids elect their own officers?

Miss NEILAN. Yes, sir.

Mr. BEASER. How many officers have you?

Miss NEILAN. Five.

Mr. BEASER. I am trying to get at the practical structure of your organization. Can you tell us just a little more about that?

Miss NEILAN. The president, vice president, recording secretary, corresponding secretary, treasurer.

Mr. BEASER. Do they have campaigns ahead of time?

Miss NEILAN. Yes, sir.

Mr. BEASER. How does that work out? Do they have factions and groups and do those factional differences and group differences arising out of these contests for officers seem to carry on from year to year?

Miss NEILAN. I have only had one election with them. There was much campaigning, a little pressure work, but for the most part it went off very, very well.

I think in another year it could develop into cliques, unless it was carefully watched.

Mr. BEASER. I realize to ask a question as to your present work in Roxbury might reflect on individuals, but you were doing this work in Cambridge how long?

Miss NEILAN. Three years.

Mr. BEASER. What sort of boys and girls did you find the other ones selected as their officers? Did they in all respects seem to measure up as being the real leaders of the group, or as the adults do sometimes in popular elections, did they make some unfortunate choices?

Miss NEILAN. Well, the young people previous to elections set up a series of standards to which a person nominated must measure. It had to be someone that participated in many of the activities, that helped in community service and only by those qualifications could you qualify a person to run.

The CHAIRMAN. Is your ballot secret?

Miss NEILAN. In Cambridge, since we were the manager form of government and trying to educate the young people, we tried to carry it off as close to that as possible. After the young people were elected, the city manager and mayor installed them right in the city council chambers.

Senator HENNINGS. And none of them let you down in terms of failure to take any interest in the work after being elected?

Miss NEILAN. Oh, yes; they did.

Senator HENNINGS. You certainly have them among adults. Many men are elected to boards of directors, charities, civic organizations, and voluntary agencies and they just do not take an interest.

I have seen many organizations wither and die on the vine just because the man who was elected president by the other directors, or the membership at large, failed to do very much about it. He decided he was too busy to take an interest or other things interfered. That could happen to such a group as this.

MISS NEILAN. It has happened.

SENATOR HENNINGS. That is something that you must guard against and at the same time you cannot seem to be interfering or intervening in the democratic right of these youngsters to elect their own leaders.

MISS NEILAN. That is right. Maneuvering.

SENATOR HENNINGS. They present problems which I am sure you know about and are undertaking to cope with.

Thank you very much.

I feel you are a young lady who knows your job and you are getting down to bedrock and taking your coat off and getting into this thing. It is very inspiring and encouraging to see that.

MISS NEILAN. Thank you, sir.

THE CHAIRMAN. Miss Neilan, the Chair wishes to commend you for your statement. You have made a great contribution to the undertaking in which this subcommittee is engaged.

MISS NEILAN. Thank you, sir.

MR. BEASER. Mr. Chairman, the district attorney of Suffolk County was scheduled for this afternoon. He would like to appear this morning because of other commitments.

THE CHAIRMAN. We will be glad to have him.

MR. BEASER. District Attorney Garrett H. Byrne.

THE CHAIRMAN. Mr. Byrne, will you first state your name, home address and occupation?

STATEMENT OF GARRETT H. BYRNE, DISTRICT ATTORNEY, SUFFOLK COUNTY, COMMONWEALTH OF MASSACHUSETTS

MR. BYRNE. My name is Garrett H. Byrne. I am district attorney of the county of Suffolk, which includes Boston, Chelsea, Revere, and Winthrop.

I live at 52 Takoma Street, Hyde Park, Boston.

THE CHAIRMAN. You may proceed in your own manner.

MR. BYRNE. In my official capacity as district attorney of Suffolk County, I welcome this committee which was established to inquire into and report on the problems arising out of the juvenile population in the country.

It is and will continue to be a pleasure to extend to you and your staff the entire resources of my office while you remain in the city of Boston.

As a parent and a citizen, I am quick to recognize that your visit in the city is timely and my hope is that your mission both here and nationwide will meet with great success.

I am deeply grateful for the opportunity to address you on the subject of your immediate concern; namely, the problem of the juvenile.

The Nation today is in full agreement that among our youth there exist certain symptoms which are alarming and dangerous. Concerning these symptoms as they appeared locally and were dealt with along local lines, I choose to speak today.

With frankness and complete candor I present to you the problem of the juvenile in the city of Boston, and what has been done or proposed by me in my official capacity to correct the condition.

To other agencies, groups, or individuals properly belong the study of this subject from the spiritual, economic, and social aspect.

This is not, however, to say that these phases have been ignored. On the contrary, I have tried to incorporate in my treatment of the problem a well-rounded approach as the only means capable of exerting a complete solution.

In the popular mind the office of the district attorney is associated with the prosecution of persons in the courts of our immediate jurisdiction.

I believe you will agree with me when I state that I do not relish the spectacle of prosecuting a young boy or girl in the courts of this county. Some instances are absolutely necessary. Other instances have convinced me that a different method would prove effective and remove the stigma of trial from an impressionable mind.

Recently, I established in my office a program called the "screening panel."

The panel consists of myself as district attorney; Edward Griffin, chief probation officer of Suffolk County, and a clergyman of the particular faith of the juvenile under examination at the time.

This panel confers in the privacy of my office. The juvenile complained of may be accompanied by his parents and an attorney of his or her choice.

We initially screen the offenses into major and minor offenses.

After a hearing before the panel, certain recommendations are made and the child, if found deserving, is placed on an informal probation. If, at the expiration of the probation, the youngster has justified the confidence placed in him, I, as district attorney, recommend to the court that the complaint be dismissed in addition to placing the child under the watchful eye of a clergyman of his particular faith.

To date we have had great success, and only one case out of six has been referred for additional study.

I would be remiss in my obligation if I did not at this time publicly thank Father Jacobbe of the Assumption Church in East Boston, and representative of the Roman Catholic archbishop in the field of juvenile problems; Rev. Ernest K. Banner of St. Mary's, and St. John's Episcopal Church in Boston, and Philip Slepian, president of the Jewish Big Brother Movement.

These unselfish men are truly an inspiration.

My office has been relentless in the tracking and prosecution of those engaged in the sale of narcotics.

I am happy to state that the problem of the juvenile in this city is not wrapped around the use of such narcotics. I say this not by way of boasting, but in a fervent prayer of thanksgiving.

However, for the record, I did convict and cause to be sent to the State prison for a long term, one individual who was, through the alertness of the metropolitan police and the Boston police, arrested for selling heroin to a minor. This arrest and conviction led to the arrest of another individual who was intent on pushing narcotics in a high school of this jurisdiction. The vigilance of the police department and our teaching facilities make the introduction of narcotics in our schools unlikely.

Narcotics and the use of narcotics is not the root of our trouble with the juvenile problem which exists in the city of Boston.

In December of 1952 I became the district attorney of Suffolk County. I was not officially in office for more than a few weeks when it was brought home very forcibly to me that the most serious problem facing us in the city was that which concerned the youth of our city.

The number of complaints, both official and unofficial, which described the demonstrations and the violations of the youngsters of this city struck fear in my heart.

Night after night a wave of terror swept over this city. Boys and girls seemed possessed to commit acts of vandalism and crimes of violence. In one section of the city, a schoolhouse would be ransacked and the school property and records would be defaced or completely destroyed.

In another section of the city a storekeeper would be heard to relate an experience which was hard to believe, but, unfortunately, was true. The booths and counters in his little shop were ripped from the floor and thrown in the street because he protested the noise of our youthful nightriders.

During this time occurred the too frequent incidents of juvenile gang warfare between boys from different sections of the city and in many instances, of different faiths.

The CHAIRMAN. What were the approximate dates of these occurrences?

Mr. BYRNE. I would say about 3 or 4 months ago.

The mock chivalry of these young vandals while so engaged would make your blood boil. The mystery of sex no longer remained a mystery to the juvenile as he considered himself grown up, smart, and above the law.

This brief and sketchy outline of the problem facing me when I became district attorney has not been exaggerated; it is capable of proof from the files in my office.

The press of this city was unjustly accused of indulging in sensational journalism when they reported the disgraceful episodes from all parts of the city. In an attempt to print the news and, at the same time arouse the public conscience, they devoted their news and editorial pages to this problem.

I had a feeling at that time of being very much alone. It was discouraging to suddenly realize that a number of men and women in this community were offended and, in some instances, incensed that official interference was planned against a state of affairs which they calmly characterized as "boys will be boys."

The public was now aroused and wanted action. I determined to give it to them. Two courses of action were open to me. One course would provide the sudden or quick result. Prosecute everyone. Make examples of the leaders. Punish for the sake of punishment.

The other course of action was quick, but was motivated by a sincere desire on my part to separate the real bad boy from the adventurous and easily led wayward child.

After a conference in the district attorney's office, the police commissioner sent into the vulnerable districts of this city 150 uniformed policemen whose main assignment was to keep a trained eye on the actions of the young men and women; to break up gangs; and to be, at all

times, a roving sentry of law and order in full view of the youth of the city.

In addition, I appointed two men as special assistants in the district attorney's office, and assigned them exclusively to the Dorchester and Roxbury District Courts. Their function was to screen every arrest and complaint involving juveniles with special attention given to gang offenses and crimes of violence.

This course of action received wide publicity and was heralded as the solution in many quarters.

I wish it were.

We did succeed in focusing the spotlight of public opinion on this problem and, I am proud to say, with a maximum of protection of each and everyone's personal rights. No boy or girl in this city was offered on the altar of public opinion as a sacrificial offering.

I was motivated by a burning and basic desire to show the youth of this community that I meant business. While I was district attorney of this county, no gang of hoodlums or thugs would be permitted to terrify the citizens or damage property in this city.

At the same time, I intended that all parents in this city realized that they, too, had a stake in the outcome and without their assistance, we would be merely punishing the offenders while ignoring the root of the trouble.

To the extent that I pushed the gangs of thugs from the corners and poolrooms and neighborhood coffee shops, scattered them, and, in most instances, forced them to disband and go home, my approach to the juvenile problem was sound and proved effective.

My policy was then, and is now, clear and decisive. I am quick to distinguish the young prankster or the neighborhood pest from the youth who might be bold enough to commit a crime of violence or an act of vicious vandalism—alone or in concert with others.

In addition, I am determined to show the young men and women of this city that youth in and of itself will no longer be accepted as a valid and persuasive defense.

Since this policy of firmness in dealing with gangs of juvenile offenders has been in effect, I am proud to inform you that not one instance of gang warfare has occurred in this city.

The main problem, however, is still with us, and will remain so until we coordinate the efforts of each person or group interested in providing a solution.

It is true that there seems to be an alarming feeling of unrest amongst the youth of this city. In truth, this condition is nationwide, if not worldwide.

Following on the wake of World War II, and reaching its peak during the strife in Korea, the young men and women of today seemed bent on escaping from their frustrations in boisterous and extremely strange behavior patterns.

The sociologists and the criminologists have attempted to unravel the juvenile mind of today by a case history study. Their findings are alarming and not entirely without foundation or truth.

While we seek to appraise the youth of a given community, has it ever occurred to any of us that they, at the same time, are scrutinizing us very closely? Have they seen in us unrest and uncertainty? Have they observed social and moral derelictions in their elders? Is the society we prattle about our best effort? These questions are

important to our own frame of mind before probing the complex recesses of the young man and woman of our community.

It goes without saying that there are many causes for the unrest which we know and experience today. The problem of the juvenile is conceived deep in our slum areas; in the aftermath of a war of wars; in social and economic inequities; in racial discrimination; in the neglect and cruelty of some parents.

Look beneath an offender and you generally find mirrored in the background one or several of the aforementioned roots. They take shape early and last a lifetime. They are dangerous and deceiving because they are capable of so much surface and self-deception.

It is not exaggeration, indeed it is true, to state as a fact that society has come a long way in the last 100 years. Those who lived through the thirties know today that society has made great strides on the domestic front to wipe out the ugliness which we knew as abject poverty and personal insecurity.

Civil rights and better housing are today realities rather than catch phrases. But to admit that what has been done is the best we can do is to court disaster.

Let me spell out my thinking on the juvenile problem by a concrete illustration of this topic.

The phrase "slum areas" is known to all of us. Its meaning is quite clear. A few years ago an aroused Nation undertook to build dwellings and apartments which were to provide decent living accommodations at a price to fit the pocketbook.

Cast your eyes about you, and there is immediately manifest the buildings which house a large portion of the citizenry of this city and their families. The accommodations are modern, clean, and have the latest in improvements.

Yet, there is something lacking. The obligation of society is not satisfied merely by providing a kitchen cabinet, refrigerator, or convenient incinerator.

These are comforts, but they are not necessities as the situation has demonstrated.

In my official capacity as district attorney, I have brought to the attention of the proper authorities both the lack and the need of facilities for organized recreation. I have been informed that no provision has been made out of Federal funds for recreation in the various housing units.

It is not by way of assessing blame, but, rather, to point up the problem for what it really is, that I mention this incident. If we could succeed in establishing a competitive sports program in the various housing developments, under the supervision of trained and competent personnel, we would be taking a step in the right direction. For those who do not or cannot compete in a full and well-rounded sports program, I would recommend the establishment of a series of musical band organizations, much along the lines of the CYO in Boston. The Little League has proved conclusively that little tots if given an incentive will respond to the call in grand fashion.

There can be no denial that our modern housing program has removed the ugliness we previously associated with congestion. It has not, however, removed congestion, and, because of this fact, I have explored the resources and presented a plan to proper authority which would succeed in developing a spirit of pride and healthy competition

amongst those children who today take their recreation as they find it on the cement runways leading to the various apartments.

Some of the finest people in this country live in our housing projects—returned veterans seeking just the right to get married and bring up their families. Can't we help them from a recreational standpoint?

Development of a spirit to build, rather than tear down, is one of the antidotes to the juvenile problem of today. It is not a panacea nor is it submitted as such, but, rather, a sincere recommendation born of a working knowledge of the problem. There is more to raising a good boy than housing him.

It has been my privilege to discuss that which has been done and that which has been recommended.

I am prepared to explain one more step undertaken by me in this fight on behalf of the juveniles of this county.

All judges, lawyers, probation officers and social service workers are quick to admit that any law that lacks firmness is worse than no law. It defeats the purpose for which it was enacted and gives an erroneous impression of strength.

In keeping this thought, and as a preface to what I am about to say, this brief background is submitted to you.

The legislature in 1948 in its wisdom enacted a law which set up procedures for the handling of juveniles in our courts, drafted to afford the juvenile the maximum of protection, it read and sounded impressive and persuasive. It has proved by practical working operation that some amendment is necessary.

The personnel, and in particular the chairman of the youth service board, are trained administrators in the field of correction. They agree with me that many of the provisions of the 1948 act should be revised and corrected.

Under our present system, the board has no power to transfer a runaway to a security institution. No provision under existing law is made for the classification or grading of delinquents by types of offenses.

Today, if the court feels that a child should be placed in a foster home, it may recommend such disposition to the youth service board, but the board may reject the proposal of the court. No provision is made for full-time chaplains to care for the spiritual needs of these juveniles.

After much study and many conferences, I caused a bill to be filed in the Massachusetts Legislature which will be heard in the coming session. It is a resolution calling for a commission to be appointed by the Governor, and consisting of members of both the Senate and the House: Catholic, Protestant, and Jewish clergymen; the presiding justice of the Boston Juvenile court; the chairman of the youth service board, and the chief probation officer of the Suffolk Superior Criminal Court.

It is my hope that this commission will be able to study the laws pertaining to juveniles in its entirety and take the necessary steps toward eliminating the deficiencies and inadequacies as existing under the present law.

The CHAIRMAN. Since you are referring to the possible need for new statutes, what is your thought about uniformity of State laws in respect to juvenile problems?

Mr. BYRNE. I think it would be excellent.

The CHAIRMAN. Thank you.

Mr. BYRNE. Understanding and hope are necessary in dealing with the juvenile offender, but there must be some teeth inserted in the present law for those who do not persuade easily or without a struggle.

I have referred to the problem of juvenile delinquency as a war. From previous wars many lessons have been learned.

Modern warfare has illustrated the wisdom of employing one big blast rather than depend on a series of small firing units.

The bomb is more effective than a series of bullets.

Let us tonight adopt the methods of modern warfare and combine our resources and our knowledge in this fight for the confidence and the respect of the youth of our city.

Let us cooperate with one another by thought and deed in attacking the problem from all sides and simultaneously. Our efforts then have purpose and a chance for success.

The youth of our city await an answer.

Thank you. I will be glad to answer any questions.

The CHAIRMAN. Mr. District Attorney, on behalf of the committee, and I am sure I speak for Senator Hennings and all the members of the committee, I want to congratulate you on this very able statement and this very fine counsel and advice you have given this committee.

I notice that you made emphasis at the beginning of your statement on the matter of spiritual need. Would you want to amplify on that subject for a moment?

Mr. BYRNE. Yes, I do, Senator. I feel that spiritual need at such a time is probably as essential as any other need we can think of.

We have to be careful of one thing. There is no question in our minds that this is a nationwide problem. It is probably the greatest problem confronting this country today.

I have been all over the country; I have seen it in every city. I honestly feel in Boston through the considered effort of all agencies we are just about catching up with it.

I can tell you that because 4 months ago my desk would have been completely filled, with probably five or six hundred clippings of what had occurred 5 or 6 months prior to that.

But, after all, agencies in this city, particularly the churches in the city, got busy on the subject, if I were to call in the same officials today I probably would not have a hundred clippings.

But it is not solved by any means. That is why I set up that panel in my office to see if I could get the religious angle into it, a little deeper than it has been, and I intend to take the advice and follow the recommendations of the particular religious leader that I have sitting down with me to see if we can save these boys.

We have to be particularly careful if we don't punish the kid that just made a mistake for the first time, or that might have committed some particular neighborhood prank.

But, at the same time, the citizens of this city are entitled to all the protection that law-enforcement officials can give them. They have a right to go home at night and feel that they are going home in safety.

They have a right to feel that someone is protecting them from real hoodlums and from real boys, 16, 17, 18 years, who apparently have no respect for law and order.

That is our purpose and I think the spiritual angle is probably the most important of all.

The CHAIRMAN. From that statement, the Chair gathers you feel that the lack of religion is one of the primary causes.

Mr. BYRNE. I would not say it is lack of religion because we must always take into consideration that in the last analysis we are dealing with juvenile unrest and not with juvenile delinquency.

A boy is not a delinquent until he is found guilty.

The CHAIRMAN. I said the absence of religious training.

Mr. BYRNE. Of a small segment of our boys and girls that are responsible for this, I would say, also, but for the rank and file there is plenty of religion.

Senator HENNINGS. I have listened to your excellent statement with sympathy and admiration. I was once district attorney for a city just a little larger than that and spent a few years as a courtroom trial assistant. That was back in 1928 and 1934, during the days of so-called gangs, big-time crime, which we do not have in quite the dimension now that we did have prior to 1932, or 1933, in most places. That is, the organized crime.

What is your minimum age at which one may be prosecuted for a felony in the State of Massachusetts?

Mr. BYRNE. We go all the way from 17 years.

Senator HENNINGS. Now, this problem arose to some extent in our hearings in the District of Columbia, that is to say, the system or the procedure whereby a juvenile may be certified to a felony court for disposition or to your office for disposition.

Mr. BYRNE. We have a peculiar situation here, Senator, and it has to be corrected. All juvenile cases go into what we call the lower court and unless they waive the right to try them as a juvenile, we never get them except on an appeal.

Now, I had a murder case here not too long ago, a juvenile murder case. It is pending so I won't discuss the facts. But just to show you, the lower court did hold that particular boy for first-degree murder. It comes down before the grand jury.

If the grand jury had decided that it was not first-degree murder, and wanted to indict him for second degree or manslaughter, that case would have had to go all the way back to the lower court once again and have the lower court decide they were wrong in holding him for first-degree murder and send him down to Superior Court again for manslaughter before we could consider it.

That is one of the silly provisions of the youth service board at the present time. They waive all their rights under the Youth Service Act before we can get it on appeal.

The CHAIRMAN. We have the same thing in the District of Columbia.

Mr. BYRNE. The youth service board was set up as an institution to correct all wrongs and a good job was done at the time. It is just that experience is proving we need some changes in the law.

Senator HENNINGS. Mr. Byrne, I was interested in everything you had to say, it was well said and most sensibly and from your practical point of view, and most helpful to this committee.

Mr. BYRNE. Thank you, Senator.

Senator HENNINGS. There are two things that I think have been considerably highlighted as we have been holding these hearings, in terms of some background experience which we have had as mem-

bers of this subcommittee and before coming to this subcommittee. It is true that there is unrest and anxiety and frustration and tension not only in the adult, as you well pointed out, but as reflected from the adult to the children.

The children are scrutinizing the adult as well as adults scrutinizing the children. That is a very significant fact, is it not?

Mr. BYRNE. Very significant, sir.

Senator HENNINGS. In your time and mine we have had two World Wars, many historians and analysts believe that we have never really since 1914 been in any period when we were not at war, that this is all an extension of the First World War in one way or another.

So that we have had two eruptions, let us say, since 1914, or since we entered the war in 1917, and we are now going through the present cold war where youngsters do not know whether they are going to be in the Army or the Navy tomorrow; they do not know what is going to happen any more than the older people do.

Do you not think that the tensions as you have suggested, of our time, have very much to do with this whole problem?

Mr. BYRNE. Very much so. That is why I feel that you folks are performing a great public service. I think the time has come in this country when men holding public office have to assert themselves and do something which at times appears unpopular.

Now, our boys and girls today—I am no prude and I certainly am not narrow, and I am no reformer. My whole bringing up has been contrary to it. I had the occasion to take the initiative in closing down a couple of institutions in this city that had been running for a long time. The so-called Howard and the Casino Theaters.

Senator HENNINGS. I read about that. Was not that the oldest burlesque theater in the country, and was once a church?

Mr. BYRNE. It works on your problem. I felt sorry for the men who worked there as musicians. I felt sorry for the stagehands, but it was not burlesque, but it was a cheap, obscene, indecent performance and when a police officer put his right hand up and said, "Mr. Byrne, I will stake my life and my job that 60 percent of the audience of those theaters were girls, 15, 16, 17 years of age," and I thought it was time to do something even though it might not have been the popular thing to do, the businessmen around there had the feeling they were going to lose business as a result of it.

Nevertheless, somebody has to protect these kids. It is the same about some of the cheap magazines floating all over the stand with no artistic value to them.

I called in 2 or 3 publishers 3 months ago. I said, "Show me one semblance of art in those cheap magazines that are getting into the hands of our boys and girls and I will withdraw anything I might say to you."

Of course, they could not do it. I told them quite frankly, "You will either take them off or I will indict you. I may not convict you, but you will be old when I am through with you."

Senator HENNINGS. Was not the Watch and Ward Society a factor at one time?

Mr. BYRNE. No, they have no power. It is the men in public service that have the power that must assume the responsibility to do it.

Senator HENNINGS. What is the Watch and Ward Society?

Mr. BYRNE. They faded out so far as I know.

Senator HENNINGS. They had the American Mercury over a hat-rack about 1926. Was not that one of the test cases?

Mr. BYRNE. I don't know, but it is public men and public service that must take the responsibility.

Senator HENNINGS. I am much interested in your observation that these fine housing projects which have all of the so-called creature comforts and modern conveniences but do not seem to have any facilities for playgrounds or recreation. That is true here, is it not?

Mr. BYRNE. That is true.

Senator HENNINGS. Is it true here without exception?

Mr. BYRNE. It is true to this extent, that they do not spend a single penny on recreational purposes. I just received a letter from Congressman McCormack. He had received it from the head of your housing board in Washington. They said because of the economic setup they were not going to furnish any money for recreational purposes.

Senator HENNINGS. That is one of the important and vital things of this whole business, is it not?

Mr. BYRNE. It certainly is, as far as I am concerned.

Senator HENNINGS. We can do without a little of the chromium and maybe some of the pushbuttons if we had some space for healthful outdoor or indoor recreation.

Mr. BYRNE. And it is not an expensive situation. You could take a couple of young boys that were formerly college coaches or something along that line and give them four or five thousand dollars a year and let them form some program for these kids that have been thrown together throughout the country—they do not know each other—from the East and West, North and South. We spend money in States' prisons for recreational purposes, for planned recreation we send it into our States' prisons throughout the country.

The CHAIRMAN. There is plenty of it in the armed services.

Mr. BYRNE. We have none of it in the housing project, and a great many live in the housing projects.

The CHAIRMAN. Thank you for your statement and your contribution.

Senator HENNINGS. Thank you, Mr. Byrne.

Mr. BEASER. I have a few questions.

You say that before 5 months ago you had a drive on drug peddlers in the city of Boston.

Mr. BYRNE. Yes.

Mr. BEASER. Will you tell us a little bit about it and what you found and how much of it was going to kids?

Mr. BYRNE. Within a matter of 3½ months I have arrested and convicted 72 drug peddlers and drug pushers. I have in my office at the present time enough heroin that if I had permitted it to have been sold it would have sold for \$300,000.

I cannot say that it has seeped to the children of my city. I have told you of the two instances where I arrested drug peddlers for selling the children, but 72 people have gone to jail within the last 3 or 4 months for selling narcotics in my city.

Mr. BEASER. During the hearing in Washington earlier, there was introduced a newspaper clipping of a story emanating from Boston that one of the pushers you had picked up had been a Federal agent

who was selling narcotics, marihuana to children. Can you tell us anything about that?

Mr. BYRNE. Would you repeat that again?

Mr. BEASER. During our hearings in Washington, earlier in November, we received a newspaper account which was introduced in the record, of your having picked up a drug peddler who the newspaper account said was a Federal narcotics agent who was selling marihuana, I believe, to children. He was a Federal informant rather than an agent.

Mr. BYRNE. It was not an agent. I want to be extremely careful and fair with the Federal Narcotics Bureau.

We picked up an individual who, when the police officers checked with the telephone company, the telephone company told them was listed as a Government employee of the Federal Narcotics Bureau and that was the only reason that they gave him a telephone.

Since then, Mr. Anslinger has sent me a letter to the effect that he has no connection with the Department whatever and to prosecute him as vigorously as we possibly can.

I received a call from some gentleman who is here observing your proceedings just this morning, who is from the Federal Narcotics Bureau, and he told me the same thing and I have no reason to disbelieve him.

I can only give you the fact that the telephone company told us the reason they put the phone in was that he was an employee of the Federal Narcotics Bureau.

Senator HENNINGS. The statement was made that narcotics was not a problem.

Do you include within that statement, Mr. Byrne, would you include within it marihuana?

Mr. BYRNE. Yes.

Senator HENNINGS. We know that marihuana is not under the Harrison Act.

Mr. BYRNE. Yes, I do.

Senator HENNINGS. I knew you knew that. I was simply prefacing what I am going to say about that. How about the barbiturate acid compounds?

Mr. BYRNE. Senator, it would take me half an hour to go into that because that is my pet problem. I can name probably 8 or 10 people who have died within the last year in my city from a dose of barbiturates and undoubtedly from the illegal sale thereof.

Senator HENNINGS. Do you have a State law relating to that, or city ordinance?

Mr. BYRNE. It is not strong enough by any means.

As a matter of fact, it is not strong enough throughout the country.

Senator HENNINGS. I assume it requires a prescription, but once you have a prescription you can get all the refills you want.

Mr. BYRNE. Yes. I had occasion to go to New York one time studying the problem and authorities tell me one every 24 hours is dying there.

The CHAIRMAN. Do you recommend Federal legislation on this score?

Mr. BYRNE. Barbiturates?

The CHAIRMAN. Yes.

Mr. BYRNE. Yes, I recommend the strengthening of it.

The CHAIRMAN. You feel the existing Federal laws are strong enough?

Mr. BYRNE. No, I don't. I think it should be stronger. The State laws certainly should be strengthened.

As a matter of fact, there are bills up before the legislature now for that very purpose. I can tell you where they get barbiturates. I think barbiturates are much more dangerous in this country than heroin and can seep down into your children much faster than heroin because they wouldn't know where to get the heroin, it is too expensive.

The CHAIRMAN. Would you be willing to submit to this committee a draft of the Federal law which should be enacted on this subject?

Mr. BYRNE. I would be delighted to.

The CHAIRMAN. We would certainly welcome such a draft.

Mr. BYRNE. And I will give you some suggestions as to our State law which might be helpful.

Mr. BEASER. Mr. Byrne, we have had some testimony this morning about the police department and the lack in it of a juvenile squad. In your relationship with the police department, what is their attitude toward juveniles and treatment toward juveniles?

Mr. BYRNE. I tell you we have a very fine police commissioner in this city, Tom Sullivan. I had a talk with him yesterday. He is doing everything he possibly can.

As a matter of fact, I will give credit to Tom Sullivan and the Boston Police Department that when they sent the 150 men out into a certain section of our city they did as much as anyone else in catching up with this problem.

Mr. HANNOCH. Why did they wait until you told them to send them out?

Mr. BYRNE. It is like everything else, Senator. There must be leadership and I suppose that I just happened to grab the leadership; that is all.

Mr. HANNOCH. There does not seem to have been an awful lot done by any of these children or anything else until you got in office. Can you account for that?

Mr. BYRNE. Probably the situation was not too grave, Senator. I know it was when I got in office.

As a matter of fact, this condition throughout the country does not go back much farther than a year or year and a half ago. It seems to have all sprung up since then.

It is just going to keep going unless something is done like you folks are doing. It will have to be called to the attention of the people. That will stop it as much as anything.

Senator HENNINGS. Mr. Byrne, you as a conscientious and competent and devoted public official of this community, do not resent the United States Senate sending a subcommittee in here to inquire because you know we are not here to embarrass individuals, nor to tear down anybody.

We are here for the purpose of trying to learn and to help.

Mr. BYRNE. I think it is a great thing. I think it would have been a miscarriage of justice if you did not get in here.

Senator HENNINGS. We are not a road-show committee. We have been working at this a long, long time, trying to get at the causes and hoping to work out some cures.

This business of delinquency and crime has bothered me ever since. I spent a year of my life in a criminal courts building in a large city as a prosecutor. I have been director of an organization and an active member of it for 30 years, which has to do with trying to salvage these boys.

Senator HENDRICKSON has had this as a lifetime interest almost.

Mr. BYRNE. You are not coming in here to tell people how to do things.

You are coming in here to help. I can tell you 10 or 12 cases that would make your hair stand up. It has to be stopped.

It has to be stopped not only here, but all over the country; otherwise I try not to think of what might happen if we have a third world war.

Senator HENNINGS. And we are not here in Boston just because we think Boston is a city that needs looking into or investigating particularly.

I am sure that my city of St. Louis needs it perhaps as much or more than Boston.

Mr. BYRNE. I honestly feel that we are the best there is.

Senator HENNINGS. The Nation's Capital certainly required a great deal of light shed on many of the procedures, the agencies, in addition to the more apparent and dramatic instances and incidents of crime and delinquency.

That it is true certainly everywhere in this country would be my impression, although we have not as yet learned about it.

Mr. BYRNE. You will find it is much worse than Boston around the country.

I am satisfied we have caught up with it.

The CHAIRMAN. Massachusetts has contributed a lot to the efforts of this subcommittee. Your distinguished Governor gave us on a loan basis, without cost to the Nation's Government, two very able persons to help us in our inquiries in Washington.

You have come here this morning and have made a great contribution to our effort. We thank you.

Mr. BYRNE. Thank you, Senator.

Mr. HANNOCH. Could I ask you one question?

What percentage of the youngsters, talking about juveniles, get involved as a result of stealing automobiles?

Mr. BYRNE. Statistically I cannot tell you, Senator. I am a very poor authority on statistics. I can give you facts.

The CHAIRMAN. Does counsel have further witnesses for this morning's session?

If not, without objection, the subcommittee will stand in recess until 2:30.

(Thereupon, at 12:30 p. m., the subcommittee recessed, to reconvene at 2:30 p. m., same day.)

AFTERNOON SESSION

The CHAIRMAN. The subcommittee will be in order.

Counsel, call the first witness for the afternoon session.

Mr. BEASER. Mr. Robert Segal.

The CHAIRMAN. Mr. Segal, the subcommittee welcomes you here today. Will you state your full name, address, home address, and the organization which you represent here today, for the record.

**STATEMENT OF ROBERT SEGAL, EXECUTIVE DIRECTOR, JEWISH
COMMUNITY COUNCIL OF METROPOLITAN BOSTON**

Mr. SEGAL. My name is Robert Segal. I live at 12 Morton Road, New Newton Center, Mass. I have an office at 44 School Street in Boston, as executive director of the Jewish Community Council of Metropolitan Boston.

Mr. BEASER. Have you a statement, Mr. Segal?

Mr. SEGAL. I would like to make a statement, if I may.

This morning's session of this distinguished Senate committee was of deep interest to me. The earnestness of your approach, the determination to get beneath the veneer of facts and observations, the honest quest for enlightenment by which to help fashion legislation to neutralize and diminish our Nation's high rate of juvenile delinquency, refreshed and renewed my belief in democracy and in the American way of doing things.

At one point in this morning's session, after it had been stated by the district attorney that 150 patrolmen had been assigned to a troubled Boston area, Mr. Harnoch asked: "Why wasn't something done earlier?"

This is an important question.

The organization of which I am executive director came into existence 10 years ago in part because people in the Jewish community of Boston were raising that kind of question. The mayor's committee on civic improvement, whose executive director, Mr. Heffernan, appeared before you this morning, came into existence 3 years ago because of that kind of question—applied especially to youth hostility in Boston—was being asked so often.

The Greater Boston Council for Youth, of which Mr. Fred Taylor, who appeared this morning, is chairman, was organized in 1952 in answer to similar questioning.

My own agency has lived with the problem of juvenile delinquency—particularly that kind of it characterized by intergroup hostility overtones—since 1944. From June 1944 to June 1952 we received reports of 147 incidents, threats of beatings, fisticuffs, sometimes injuries requiring hospitalization, in 70 of which anti-Jewish remarks were apparently made.

In these 147 incidents, 112 persons were hurt. The flow of these incidents, occurring largely in the Dorchester-Roxbury Mattapan area, where live some 60,000 Jews, was irregular. Sometimes weeks would go by without a report of this kind. Again we would receive reports on successive days, especially weekends.

Then, starting in the spring of 1950, and continuing through the summer of that year, reports of assaults on young Jewish people began to increase. A new checkup in the summer of 1952 revealed that, beginning with two especially serious 1950 Halloween night incidents near Hecht House—a Jewish center—when one Jewish boy, 18, was knocked unconscious with a baseball bat with subsequent hospitalization, and another Jewish boy, 16, had his nose badly bashed by a tire chain, and continuing until the summer of 1952, we recorded some 38 incidents in which 58 young people and 5 adults suffered physical injury.

I would willingly supply case histories of these sorry events; but I think it is more important to proceed at once to point out that the past year, roughly the 12 months since the still unsolved death of Rabbi Jacob I. Zuber, in Horatio Harris Park in Roxbury, has brought a decrease in the number of incidents.

The CHAIRMAN. Will you furnish the subcommittee with these case histories, not for this record, but for our file?

Mr. SEGAL. I will be very happy to.

We had one serious one in February, not in the Dorchester-Roxbury area, but, interestingly enough, in Newton, with long hospitalization required for the 14-year-old assailed on his way home from a synagogue dance.

We had another in May, another in June, one in October, and one in December, and one this month. But we are convinced that a number of factors are serving, temporarily, at least, to reduce to low point this strange pattern of interneighborhood foray, often, but not always, accompanied by racial or religious antipathy.

The creation of the Greater Boston Council for Youth, the assignment by the police department of 56 additional patrolmen, 4 patrolwomen, and 12 cruisers to the troubled area following the Zuber homicide, the vigilance of the district attorney and the protests voiced by the press and other public agencies, may well account for the current improvement.

A few months ago, the Boston press was still reporting many incidents of youth hostility. The incidence has lessened, but even this morning, in the still dark hours, we had an outbreak in Roxbury under the heading "Officer's Gun Quells Young Hoodlums," and this kind of thing which you see here was rather familiar a few years, and a few months ago.

We do not see it quite so often now, but we do see it occasionally.

I, for one, think that it would be folly to say that we have eliminated that kind of thing entirely.

And perhaps if your committee could interview this collection of so-called warriors—a Roxbury youth gang—rounded up at gunpoint by Detective Frank McLean, you would gain excellent additional insights.

We cannot assume that our troubles with youth gangs here are over.

As long as we have untoward factors at work in our society, as long as we have unloved children, as long as we have parents not awakened to their responsibilities, as long as we live in an atomic age characterized by danger, insecurity, and anxiety, we probably shall have a shocking prevalence of youth offenses against property and against persons.

Many of us in Boston are especially concerned about that kind of manifestation of youth hostility we know as the wielding of garrison belt buckles, large brass belt buckles on these big belts that have come out of the war. The youngsters wear them in emulation of their older brothers.

Just within the past few days a youngster had his head bashed in by that kind of blow, and in November 1952 a Jewish boy, 18, brilliant college student, was similarly injured, his skull fractured, two operations required, his career blighted, when he was attacked while on an innocent errand to get ice cream for his mother at the drug store.

In the Newton case mentioned earlier, the family of the injured boy and his attending physician do not know even now, I am almost certain, whether horrible lacerations, almost costing the loss of an eye, were made by a garrison belt buckle or a large nickel-plated ring, which some of the boys wear.

Why do we have this hostility? Why are belt buckles swung with such viciousness, such lack of conscience?

I had thought, after much preoccupation with this problem, that perhaps it was because in an era of global hot and cold war, our youngsters were out to prove that they could not be "chicken."

When I mentioned this view to my own son, 16, he observed with wisdom well beyond his years, "No, it's not as simple as that; look for the reasons they don't want to be 'chicken'."

The bellicose boys and girls have a deep need for status. Unloved at home, lacking places to bring their friends, thrust into expressing themselves in a tragically depersonalized world, they swing garrison belts, utter racist epithets against their fellows, and seem to revel in the injuries they inflict, the police officers they elude, the raps they beat.

Surely in your own study of this highly complicated matter, you have made the inventory of causes, an increasing number of mothers at work since the beginning of World War II, more broken homes, more unplanned leisure for young people, the ease with which spending money can be obtained by shaking down youngsters afraid to tell, accessible nooks for mischief in large housing developments, lack of recreation space and supervision, the fluidity of modern society and the impact of comics, movies, radio, and TV programs suggesting hostile behavior.

In connection with literature, you may have had called to your attention new 3D—three dimensional—comic books enabling youngsters to get salaciousness and adventure and thrill and excessive stimulation by the use of 3D glasses which come in this book, high and wide and deep.

Perhaps this kind of stimulation is an important clue to the hostile behavior manifested by two percent of our young people to such an extent that it gets them into trouble.

How can we better this sorry picture?

You have heard Mr. Taylor, Mr. Heffernan, Miss Neilan and District Attorney Byrne tell you of some steps taken in our community to throw the forces of spiritual and social agencies into the battle.

Much emphasis has been put on police efforts, police training, police understanding, the development of a bona fide modern juvenile problems squad in the police department.

This is all tremendously important. But granted that the properly trained policeman can be of inestimable help, the police cannot be expected to take the full role of case workers, therapists, and mental hygienists.

What about the long haul? We cannot meet youth hostility with adult hostility, with adult indifference, or even with adult half measures. We must find large answers for this gigantic problem.

In résumé, I believe the following represents much that you yourselves must have garnered from your studies in Washington and elsewhere, but in the hope that "something new may be added," I would like to submit this inventory:

1. To try to prevent delinquency, we need—

(a) The careful examination of facts and views in the manner in which you yourselves are proceeding.

And may I say that the Federal Government's concern with juvenile delinquency strikes most of us as completely appropriate. Yours is the most penetrating searchlight, and we know you will use it well.

(b) Government leadership and impetus for regional and local undertakings such as the Greater Boston Council for Youth's Roxbury project.

In this connection, the question was asked this morning about Roxbury's population. It is my understanding that although Roxbury has only 14 percent of Boston's people, 27 percent of Boston's juvenile delinquency is located there, and 46 percent of Boston's juvenile court cases originate in Roxbury.

(c) Cooperation of Government and industry to help provide economic health, housing, and security.

(d) More adequate child-care programs.

(e) More planning for all parents, especially new parents.

(f) Special efforts to include young people in our planning so that physical needs, such as recreation, as well as emotional and spiritual needs, may be met.

And I go along with Miss Neilan's suggestion that we have to include young people in this planning. They are a part of this problem and they want desperately to be a part of the solution.

(g) Well-trained police officers. Big Brothers, group workers, teachers.

(h) An awakening of the public to the tragically high cost of juvenile delinquency.

I hope that your report will point up to businessmen the money that it costs to take care of juvenile delinquents as opposed to what it might cost to prevent delinquency.

2. In handling predelinquents, I judge that we need:

(a) The complete cooperation of all schools in locating maladjusted youngsters. The Gluecks have indicated that 90 percent of delinquent boys they studied were having trouble adjusting before they were 11 and almost 15 percent at 8 or younger.

(b) The spread of use of mental health agencies in cooperation with schools and homes.

(c) Depth treatment for youngsters who have had traumatic experience when they were very young.

3. To handle the official delinquent we need:

(a) An expanded juvenile court system with adequate, well trained probation staffs.

(b) Specially trained police officers for handling juvenile cases.

(c) Adequate detention centers.

(d) Assurances that juvenile offenders will be separated from older offenders.

(e) Carefully planned treatment aimed at rehabilitation.

All of us in Boston are grateful to your committee for seeking so intelligently and relentlessly for the facts. I cannot tell you how much I was impressed in listening to the proceedings this morning, at your sincerity and determination to get at the facts.

Widespread juvenile delinquency is a harsh reminder to us that the fabric of our society is tattered. We default on our American heritage

if we blink that fact. But to recognize it and to invite grass-roots counsel, as you are doing, is wise and constructive and patriotic in the best sense of that word.

The CHAIRMAN. The chairman wishes to thank Mr. Segal for this very profound and able statement.

Senator Hennings, do you have any questions?

Senator HENNINGS. I do want to thank Mr. Segal for his attendance here. Unfortunately, because of the time limitations imposed upon all of us, we cannot interrogate you and discuss the matter as fully as we should like and with as much profit as I am sure it would be to us to be able to have some exchange of your views, Mr. Segal.

That applies to many other witnesses. I hope that all witnesses who have come here, Mr. Chairman, will appreciate the fact that we are aware that their knowledge and backgrounds relating to these problems are far greater in scope than the testimony which you have considerably condensed for this purpose might seem to indicate to the casual observer.

I, too, want to join the chairman in thanking you for your presence here today.

The CHAIRMAN. Mr. Beaser, do you have any questions?

Mr. BEASER. I have just one question.

Mr. Segal, getting back to the decrease in incidence in the Roxbury-Dorchester area after the additional police were put in, would you say that the addition of those policemen was the cause of the decrease of incidence?

Mr. SEGAL. I don't think you can take that by itself, Mr. Beaser. I think the presence of additional policemen over there, which is something we had been asking for for a long time, is important, and also, the interest of District Attorney Byrne, who had additional men there and who, as he told you this morning, assigned people to go into some of the hangouts to keep youngsters moving, is also important.

But I think there was a psychological factor. I referred to the death of a rabbi over there and I want to make it clear that nobody has ever proved that that was at the hands of a youngster or youngsters. It happened on New Year's Eve; it could have happened to anyone. It was a dark park, and he was walking across the park after having escorted his daughter to a New Year's Eve party.

It is the hunch of some of us that several jumped on him because they wanted to get some money to go out and celebrate New Year's Eve. But that had a sobering impact on the whole community.

My own belief is that that incident served as a deterrent on the community in connection with delinquency. But I certainly think it would be fallacious to assume that it is all over.

The CHAIRMAN. Mr. Segal, was there any clue to indicate that this crime might have been one committed by juveniles? Was there any clue at all to that effect?

Mr. SEGAL. I believe not. The victim was in the hospital for 13 hours between the time he was found and the time he died; he could not speak and it was just impossible for the police to get any clue, to the best of my knowledge.

Mr. BEASER. Do your investigations of these incidents show that in many of these cases the children involved had been drinking?

Mr. SEGAL. In some of these cases, yes; the youngsters, particularly the older ones I would say, in the 17-, 18-, 20-year bracket, had been drinking in some cases.

I mentioned one in Newton, definitely there had been a beer party before that, and other incidents involved drinking as our log shows.

Senator HENNINGS. One question has occurred to me, Mr. Segal. I do not believe in any of our previous hearings of specific instances in the District of Columbia, nor from any of the specialists and experts who have appeared before us, including police officers, social workers, psychiatrists, and so on, has it been suggested that some of these troubles arise from racial or religious tension between groups.

Have we had any such testimony?

Mr. BEASER. No.

The CHAIRMAN. The Chair's recollection is that there has been no direct testimony.

Senator HENNINGS. I believe that is true. You have presented in your statement something that heretofore in the many weeks of these hearings has not been alluded to as one of the factors, as being part and parcel of this enormous problem.

Would you give us just a brief expansion?

Mr. SEGAL. May I say in this connection that we were deeply concerned about it and we made a check around the country about 2 years ago and we found in only two other communities, Brooklyn and Philadelphia, were there any incidents of that kind; that is, was there any considerable amount.

I think perhaps a dozen cases in Brooklyn and a dozen cases in Philadelphia. There seemed to be an abnormal amount here in Boston.

There is a lot of talk about this sort of thing. There is a lot of this backing away from it. A lot of people don't like to discuss it.

Our point of view has been that we will accept it as a neighborhood matter. Youngsters from one neighborhood will go into another neighborhood. The youngsters from one neighborhood may be of an ethnic or religious origin:

(a) They come up on youngsters in another neighborhood whose ethnic origin is different;

(b) And there is a fight.

We don't care what anybody calls it, there is a conflict there and it adds one more dimension to the problem of juvenile delinquency.

I am afraid it is one more manifestation of a deep hostility.

Senator HENNINGS. That conflict, as you suggest, is the manifestation of a deep hostility, Mr. Segal, and it does not obtain necessarily as between religious groups—it could be between certain groups and the Irish, and the Negroes, and the whites, and some groups and the Jewish children; it is not directed, in other words, at any particular minority, a group, religious or ethnic?

Mr. SEGAL. I don't think it is so much now. I think there has been a history of that in Boston in the past.

I will be very happy to say that that aspect of it has lessened, although we do not think it is completely over. We had one incident that I mentioned just this past few days in which definitely, according to the youngster who was assaulted, words of racist or religious nature were spoken.

I think the police can tell you in the past 10 days the boy whose head was bashed in was one ethnic origin, I think Italian—I am not sure—and the boy who hit him was another, I believe Irish, or the

other way around; but there was a little ethnic friction in that instance.

But by and large, I think this is a neighborhood or interneighborhood matter now, rather than an interreligious matter.

The CHAIRMAN. Mr. Segal, the Chair was interested in one observation you made. You referred to unloved children. Do you share the Chair's view that a great deal of the trouble in the juvenile delinquency problem is the lack of love and attention in the home?

Mr. SEGAL. What the sociologists refer to as what goes on under the roof. What goes on in the home comes out either constructively or destructively in these cases as studies will show.

The CHAIRMAN. You share that view?

Mr. SEGAL. I do.

The CHAIRMAN. Thank you very much, Mr. Segal. Counsel will call the next witness.

Mr. BEASER. Mr. John Kingman.

The CHAIRMAN. Mr. Kingman, we are proud and happy to have you with us today and thank you for your presence.

STATEMENT OF JOHN M. KINGMAN, EXECUTIVE DIRECTOR, FEDERATION OF SOUTH END SETTLEMENTS, BOSTON, MASS.

Mr. KINGMAN. Thank you, Senator.

My name is John M. Kingman, I live in the South End of Boston, where I work and have worked since 1926.

At the present time I am the executive director of a rather long name of the Federation of South End Settlements. Briefly, that is a group of all the settlement houses in the South End, of which there are six, and within the last 3 years they have banded together in a federation, and I am the executive director of those, and was the director of one prior to that time.

I am afraid I go back a long way in juvenile delinquency. I was a probation officer in the Boston juvenile court in 1916. I was a very young man at that time, but that is when I started.

I was head of the Connecticut Junior Republic, and have been in the South End for 28 years.

Senator HENNINGS. What is the Connecticut Junior Republic? Is it like the Georgia Junior Republic?

Mr. KINGMAN. It is an offshoot of the Georgia Junior Republic. It is a private organization, partly supported by private funds, a self-governing community with its own juvenile administration, and so on.

I had a prepared statement, but having watched the television this morning, I think I might help you more and much more briefly by scrapping my prepared statement and answering some of the questions that have arisen during this hearing instead of being redundant and repeating what you have heard before.

It seems to me that this subcommittee wanted to find out several things. I do not think there is any question now, I think the question has been answered as to the value of this subcommittee coming to Boston. I don't think I need to reiterate that, although I do know in the press and through comments among social workers it was questioned prior to this morning's session.

I think no longer is it questioned.

Senator HENNINGS. Why was it questioned? What were the doubts? For our information and guidance.

Mr. KINGMAN. Is it fair to say that you succeed by a few days Senator McCarthy in Boston? The question I think was, What is the Federal Government doing in looking into delinquency in Boston? I think that question has been answered and I think adequately answered from the point of view of this committee.

Senator HENNINGS. We are very glad to hear that from you, sir. We hope that opinion is general.

Mr. KINGMAN. I think it is about general.

It seems to me there were 2 or 3 questions that I can't answer, but on which I might shed some light. One is a very detailed question, but you have asked it of every witness and that is the matter of the juvenile bureau in the police department.

I understood this morning it was for the commissioner to decide. I personally don't believe it is for the commissioner to decide. I think it is for the community to decide.

There certainly is a difference of opinion in Boston as to whether it is advisable or not. I can only speak for my own opinion after a long time in the South End of Boston, and I think we need the help of the police.

The South End of Boston is in the division of station 4. You will hear later from a witness who succeeds me that station 4 has 17,000 arrests per year, which is the largest number of arrests, I think, in any police station in the country.

The captain of division 4 has assigned a juvenile officer to that area who is an excellent man, well trained and who is cooperative and who works from 8 o'clock in the morning until 6 in the evening.

The CHAIRMAN. Do you know what percentage of these 17,000 arrests are juveniles?

Mr. KINGMAN. No, I don't, but it is small. I would say that the South End includes Boston's Skid Row. It is a tremendous area. It includes the night club district, the industrial district, a tremendous rooming house area, a tenement area, a theatrical area, and most of the 17,000 arrests are for drunkenness.

I don't know the exact number, but a large number of them.

We certainly can use, we in the private agencies need many times the help of intelligent police work which we do get when we ask for it.

I am convinced if we had some kind of organization in Boston in the police department that was on the job both day and night instead of one man on days, we would get a long way.

There are some places, frankly, where a social worker is not welcome and where he has no authority.

Following me at some point this afternoon is a man who is the head of what we call a detached program in the South End, working on the street corners with the boys. He is acceptable in poolrooms, confectionery stores, but, of course, he has no authority.

There are times, as you well know, when the authority of the police officer is needed.

The second thing, it seems to me, is that the principle of Federal aid all along the line has been well established. I can recall listening to a debate here in Boston between the head of the chamber of commerce and Harry Hopkins in 1930, as to whether Federal aid in any

shape or form was advisable, and a lot of people in Boston thought it was not.

I think since 1930 the principle has been established. It has been established in New York, that State aid with the New York Youth Board matching city funds has been most helpful.

The fact of the matter is that we in the private agencies supported by private funds haven't the money to do what has to be done; even with the cooperation of the park department, even with the cooperation of the police department. Money is definitely needed beyond, I think, the ability of a community fund to raise for private agencies.

You have heard several times the matter of the problems in the housing units. One of the settlements of which I am the head is across the street from the South End housing project, the one described this morning by Mr. Taylor as being 13 stories high.

In that housing project there is not one single room which can be used for recreation.

As a matter of actual fact, there are two groups of fathers who have wanted to run recreational projects, but were not allowed to do it in the housing unit itself, but must use our settlement house or boys' club in which to run recreational projects.

They are not even allowed to meet or discuss their plans in the housing project. There is no person in the project who has the recreation or the handling of teen-agers as a responsibility.

It seems to me that that is a fallacy which must at some point be corrected. I don't know, at one time it was that the policy in Washington was changed. Originally in the housing project in Boston we had recreation directors and rooms for recreation. Some of the early projects had that. They no longer have it.

That, in brief, is what I wanted to say. You will hear a good deal here and I think in other cities about detached workers and detached programs which in each instance means a worker outside of the agency working on the streets.

I am fearful that because of some of the success in New York and here, that that will be recognized as a panacea and it is not a panacea.

On the other hand, it is true that if more people, more men and more women can be on the streets and on the street corners working from some kind of base, we will get a lot further than the old system of settlement workers and boys' club workers and YMCA workers working in the four walls of the building hoping that because of the delightful program they have that all teen-agers will come in and participate.

That, in brief, is what I have to say. I hope it has been helpful.

The CHAIRMAN. It has been very helpful indeed, Mr. Kingman.

Senator Hennings, have you any further questions?

Senator HENNINGS. That problem has been emphasized, Mr. Kingman, of getting the work to the boys who need it most, who won't come into a YMCA and, as you suggest, no matter how inviting and delightful the environment may be, they don't want to go into a place like that.

Mr. KINGMAN. That is right. I didn't, either. I think that has been recognized, Senator, and you will find more and more that there are people called detached workers being employed. You will hear in later testimony the detached worker from the South End describe what he has done and what he has been able to do.

I would like to call to your attention that that is private money; it is limited; part of it is raised from a private fund here in Boston which cannot go on permanently.

So we may start something and it stops.

Mr. HANNOCH. You are the third or fourth witness who seems to, between the lines, give the impression that you are not getting the cooperation from the police that you think you ought to get.

Do I get a wrong impression from your statement?

Mr. KINGMAN. Expressed just as you did, sir, I would say it is wrong. I do not mean to say cooperation. I am sure you understand that police cooperation varies according to police personnel.

Mr. HANNOCH. That is implicit in any question.

Mr. KINGMAN. It has varied many times in the South End with the varying police captains. At the moment we have complete cooperation from the police captain of division 4. It is not so much a matter of cooperation as it is certain people in the police department who had a primary job of being interested in juveniles.

Senator HENNINGS. As a fixed definite responsibility and police function.

Mr. KINGMAN. As a police function.

Senator HENNINGS. I know a little of police work. I have had to deal with police in an official capacity for many years in the past. It is crime prevention, is it not?

Mr. KINGMAN. Yes, sir. I don't think this is speaking out of turn in Boston, but we had a very sad experience in Boston some years ago, at least some of us think we had a sad experience through an organization in the police department called the junior police, which many of us felt eventually was so sour that it upset everybody enough so that nobody else and no succeeding commissioner wished to make the attempt again.

Perhaps that has something to do with the local situation; I don't know.

Senator HENNINGS. I do not think it behooves us to specifically criticize the Boston Police Department and I, by my question, did not intend to do so, because I do not know enough about its functions.

But in your judgment, it would be much better if there were established a juvenile division, or by whatever nomenclature, some division or subdivision of the department of police which had a duty or responsibility and authority to deal with young people in each of the districts and not to depend upon the initiative and the imagination and energy of certain of the police captains who happen to think this is important; whereas, in other parts of this or any other city under comparable circumstances, there may be some men who think this is of no consequence whatever; that the way to get at these things is to arrest people and throw them in a house of detention or see that they are sent to reformatories or penitentiaries.

Now, there is a school of thought in all police departments that believe just that, not only police departments, but among people generally. Is that not true?

Mr. KINGMAN. That is true, and also the reverse of that is true; that many police officers feel they don't want to blast a juvenile with a record and therefore a slap along side of the face or a push will solve what is actually a deep-seated sociological problem, or mal-

adjustment with that child which could be handled in juvenile court where the child should go.

You have both of those extremes, I think.

Senator HENNINGS. Thank you, sir.

The CHAIRMAN. Mr. Kingman, are you familiar with the practice that they have in California where they send policemen to a special course?

Mr. KINGMAN. Yes, sir.

The CHAIRMAN. I think it is at Berkeley, is it not?

Mr. KINGMAN. Yes, sir.

The CHAIRMAN. Would it be profitable, would it be to the advantage of the State of Massachusetts to establish such a school here at Harvard, or at one of your universities?

Mr. KINGMAN. Yes, sir. If you say one of the universities, I am afraid if you said Harvard, it might not be accepted; I don't know. Being a Harvard man, myself.

The CHAIRMAN. You used the term, you said it was for the community to decide. Is it your opinion, recalling all the while that every level of government has a responsibility in this field, that the primary responsibility is at the community level?

Mr. KINGMAN. Yes, sir. Frankly, I think that even a police commissioner is servile to the community itself. I realize in saying that, that I have a car that can be tagged, but I still think so.

The CHAIRMAN. How many years of experience have you had as a probation officer?

Mr. KINGMAN. I was a probation officer for 3 years, and I was head of the Connecticut Junior Republic for 3 more.

The CHAIRMAN. You have been in this settlement work for how long now?

Mr. KINGMAN. I actually had my first settlement job in 1914, sir.

The CHAIRMAN. Thank you very much, Mr. Kingman. You have been very helpful to the subcommittee.

Mr. KINGMAN. Thank you.

Mr. BEASER. Mr. Kingman, you also, I understand, had something to do with the youth service board at one time.

Mr. KINGMAN. Yes, sir; I was on the legislative commission that wrote the act and I was on the advisory committee of the youth service board for 4 years and I am on the legislative committee that is working on additional legislation.

Mr. BEASER. In the area in which Lincoln House is located, how effective has been the work of the youth services board? What has been the change that you have seen since the youth services board was established?

Mr. KINGMAN. Of course, I hate to admit that any boy from the settlement house has ever been in reform school, but it unfortunately is true. I have talked to many graduates of Lyman and Shirley over the past few years. There is no question at all since the inception of the youth service board and since their recent study where there has been proper classification made and where they have revamped the personnel and program in training school that the service the boy gets in the training school and treatment he gets, and intelligent handling he gets, is vastly different than it was prior to the youth service board.

In addition to that there is no question but that the detention center which they are operating in Boston has been a great help so that the

boy does not have to go to the Charles Street jail during detention; he can be put somewhere else.

Those things are all helpful. One place where we have not had the help that we hoped we would is in the whole field of prevention. The youth service board by the act of 1948 is charged with preventive work. They simply have not had the funds to do it nor the personnel, and they have been of no help in the South End of Boston, for instance.

In other words, governmental money has not come into that area in this field at all, and I think it should.

Mr. BEASER. Do you get the help in the aftercare of these children who come out of these institutions?

Mr. KINGMAN. In the parole division, definitely.

Mr. BEASER. You said in your area is what you call Skid Row.

Mr. KINGMAN. Yes.

Mr. BEASER. Does that involve kids?

Mr. KINGMAN. Yes, sir.

Mr. BEASER. Many?

Mr. KINGMAN. Yes, sir.

Mr. HANNOCH. In Skid Row?

Mr. KINGMAN. Not drunkenness, but may I suggest that in an area of that kind you have possibilities for delinquency you don't have anywhere else.

In other words, in an area where you don't have drunks lying in the doorway, you don't have the temptation to go through their pockets.

Also, you certainly learn at an early age it is a lot easier to knock a drunk out or knock him down than it is a sober person. You have drunks who are basos, derelicts who for 25 cents or one drink will buy beer or wine for youngsters where the average adult wouldn't do it.

You have all those things which are added through that kind of section that you don't get in even an ordinary slum area.

Where you have the Skid Row, drunks and derelict, you have added possibilities for delinquency which are not existent in other areas.

Senator HENNINGS. What was the word that you used?

Mr. KINGMAN. Basos.

Senator HENNINGS. I am not familiar with that term.

Mr. KINGMAN. I am afraid that came from the drinking of bay rum during prohibition.

Senator HENNINGS. Like the winos?

Mr. KINGMAN. That is right.

The CHAIRMAN. Are there any further questions, counsel?

Mr. BEASER. No further questions.

The CHAIRMAN. Again the Chair thanks you, sir.

Mr. BEASER. Mr. Michael Wilk.

The CHAIRMAN. Mr. Wilk, we are glad to welcome you here today and thank you for your presence.

Now, Mr. Wilk, will you state your full name, your address, and the organization you represent, for the record?

STATEMENT OF MICHAEL P. WILK, DETACHED WORKER, SOUTH END SETTLEMENT HOUSE, BOSTON, MASS.

Mr. WILK. My name is Michael P. Wilk. I live at 1053 Broadway, Somerville, Mass.

I am the detached worker for the Federation of South End Settlements.

The CHAIRMAN. Have you a prepared statement? Proceed in your own manner.

Mr. WILK. To be perfectly frank, I wrote up a 30 page—a summary of conditions in the South End and I think due to the time element, that it would not be wise to read it.

But I would like to read sections of it. You have a copy of this in your office.

The CHAIRMAN. Without objection, it will be the order of the subcommittee that the full statement will appear in the record.

Mr. WILK. That is right.

The CHAIRMAN. You proceed to treat with the statement according to your own convenience.

(The statement referred to was marked "Boston exhibit No. 4," and reads as follows:)

DETACHED SOCIAL WORK IN THE SOUTH END

(By Michael P. Wilk, Federation of South End Settlements, Boston, Mass.)

I. INTRODUCTION

It is the purpose of this report to show a specific picture of the South End and how it relates to a detached worker program.

The South End has been studied and considered as a slum. The general term "slum" does not actually explain the significant and varied neighborhood life which occurs here. A recent study of the area has demonstrated that it is a stable urban area residentially; as a matter of fact, it is more stable, residentially, than Back Bay or Beacon Hill.

Any program undertaken in the South End for rehabilitation, both moral and physical, must take into account that comparatively, it is a stable residential area. The important implication here is that the South End is not a highly disorganized area. The disorganization is only apparent when it is compared to other areas such as Back Bay or Beacon Hill. This is important because in the South End you find a mode of behavior that is different from other areas. Thus, the distressing uniformity of vice, crime, and sickness would not continue to exist unless they were peculiarly fit for the environment in which they are condemned to exist.

The implication of this to the detached worker is—

1. That he is dealing with an informally organized community.
2. That there are such local marks of a community as gossip and friendly visiting.
3. That the area is only disorganized, and felt to be disorganized, externally. The juvenile court judge, the police, the doctor, and the social worker may see the conditions as disorganized. But the people who reside and live here may not see it in this same light or to any comparable degree. Thus the conditions in the South End, objectively and without moral overtones, may be highly organized.
4. All the specific conditions which cause the South End to be as it is are interrelated. Crime, liquor, poor housing, occupational makeup, etc., each affects the other. Therefore it is difficult to point to one specific condition, and say that this is the main problem. What we have is a vicious circle of events.
5. That the conditions in the South End are interrelated and organized; so that a plan for the conversion of the South End must be a master plan recognizing and allowing other methods to work in harmony with each other. Most efforts have been piecemeal, and thus disorganized, because we have either been limited by what each can do and, additionally, dealing with isolated attempts. Therefore the degree of effectiveness of any detached work is contingent on the above.
6. Specifically, any program undertaken will not necessarily be a panacea. Detached work is only one of many approaches necessary for the total solution. Detached work considered by itself is only an amelioration process, not a cureall.
7. In summary, it must be recognized that an overall viewpoint points to a morally apathetic citizenry and city fathers who have allowed these conditions to occur. Inadequate enforcement of health and sanitation codes, building codes, schools, zoning, have contributed largely to making the South End what it is.

8. Financially the cost of this slum area is enormous and economically unsound. Hindsight instead of foresight has been the planning of most public attempts to solve this situation.

II. DESCRIPTION OF THE AREA

Boundaries.—The South End is bounded by the South Bay on the east, by Massachusetts Avenue on the southwest, and by the New York, New Haven & Hartford Railroad tracks on the northwest and north.

History.—The South End lies within the limits of the original town of Boston. In 1795 the center of the present South End was the narrow neck across which Orange Street (now Washington Street) gave the only access not over water. The filling in of land was completed by 1870. The predominant use of the South End had always been residential. Of the 10 existing public school buildings, half were built before 1870. The South End has the largest rooming area in the city.

Population.—The population makeup in the South End is heterogeneous. No one nationality predominates, such as in the North End. Nondescript.

The South End health and welfare area includes not only the section customarily called South End, but also the downtown business district. In 1940 its population was over 52,000. Although there has been a continuous decline since 1920, South End remains a community of considerable size. The average population density in 1940 was 330 persons per residential acre. It is significant to point out, however, that in some census tracts there was a density of nearly 400 persons per residential acre. The early inhabitants of South End were largely individuals of Irish, English, and Canadian extraction. There is, however, a growing tendency for the migration of a sizable number of Syrians, Grecians, Armenians, and French-Canadians to the district. With almost no Negro population at one time, the South End has over 11 percent nonwhite.

Being the somewhat settled community that it is, the population as a whole can be classified as elderly. A large majority of the inhabitants are in the 60- to 65-year age group as compared to the relatively few individuals in the 20- to 30-year-old age group. Between the ages of 6-18 there are over 4,800.

Economic status.—The area under observation is primarily a residential community; hence, relatively few people derive their living from the immediate district. Those who do so usually secure a small income from the operation of rooming houses and small stores or from work in the hospitals, laundries, and a few marginal or sweatshop factories. Among the wage earners are the unskilled hotel, restaurant and hospital workers, laundry employees, domestics, and custodians. These occupations have a great deal of mobility—shifting from place to place. It also means that the income is not always on a regular and orderly basis. In many instances the wife will also work part time to supplement the income. This condition leads to children being left completely alone and on their own in the hours after school. Further, this indicates a highly individualized family life. Also the family role has changed in terms of the mother and father relationship. Neither plays a dominant part, and the child has no standard to rally around. In terms of casework, social work, in relationships with the family situation when a problem with the child arises, the social worker deals with a complex situation.

From an agency point of view, this means that youngsters are left on their own at an early age to fend for themselves. Thus he prepares his meals, has a key to the house, and knows how to dodge traffic. This creates an independence in the child, which is quite noticeable at 15 and 16. Parents then find it difficult to discipline and control them. From a social work perspective, this also means that the basic family control is lacking. The youth finds this unrestricted freedom threatening and basically seeks his own controls and limitations. These he finds in his friendship group.

Public relief figures for the South End in 1944 show that dependent aid and old-age assistance rates were higher than in any other health and welfare area of the city. The dependent aid rate was well over four times that of the city as a whole and 4 out of 10 persons 65 years and over were receiving old-age assistance. In addition to these two usually high classes of relief, aid to dependent children for the same period was excessive.

Housing conditions.—The housing situation has been growing steadily worse. Over 90 percent of the dwellings were built before 1900; whereas for Boston as a whole only 43½ percent of the buildings were built before this same year. Age alone, however, is not necessarily sole criteria for judgment or a bad sign.

Decentralization has resulted in a neglect of property which has been logically followed by devaluation. The city planning board rates the South End among the most seriously deteriorated sections of the city. In 1934, 26½ percent of the buildings were in need of structural repairs, and an extremely large percent were officially termed unfit for habitation. There are over 2,000 rooming houses in the South End which contain a large elderly population.

The remainder of the buildings in the area consisted of a myriad of small stores, manufacturing establishments, and the city's heaviest concentration of taverns and other licensed liquor outlets.

The South End housing project which has 588 units creates another source of juvenile delinquency. Many families have gained permission to reside in the project, some of which have children who have been in trouble with enforcement agencies in other parts of the city. Within this project is no play area of any size to accommodate the hundreds of young children in the area. There should be more consideration given in planning housing projects to include recreational facilities. The damage done to the project runs into thousands of dollars annually. Some of this certainly can be eliminated if proper and thoughtful planning had been made.

Public health.—The South End is adequately provided with hospitals and other medical facilities. The Boston Dispensary, City Hospital, Massachusetts Memorial, and numerous health clinics are among the many medical centers located in this area. Despite this fact, this whole area has a number of serious health problems. Its worst problem is tuberculosis. A study made by the Boston Council of Social Agencies concerning the number of people who had contracted tuberculosis during the 10-year period, 1929-39, showed that the average case and death rate from pulmonary tuberculosis in the South End was more than twice that of any other section of the city. The rates were more than three times as great as the rate for the city as a whole.

For the 5-year period, 1936-40 inclusive, the South End area had the second highest rate of infant mortality in the city. The rate during that period was 55.3 per cent infant deaths per 1,000 live births, compared with a rate of 45.1 percent for the city as a whole.

The district also contains an exceptionally high proportion of chronic alcoholics as well as physically and mentally handicapped people.

Government.—Politics in the South End have not witnessed essential changes since 1900. The chapter entitled "The Roots of Political Power" in Woods' *the City Wilderness*, carefully diagnosed the situation. Here he found the people crushed between the teeth of a ruthless political machine that made extensive use of the patronage, vote-buying, selfish graft, and buckpassing. That Boston as a whole, including South End, has not squarely faced the problem is a blight upon the intelligence of her citizens which the United States as a whole looks at in amazement.

There is no one representative for the South End district. The area is separated into 5 wards with 5 representatives from other districts serving them.

Education.—The larger number of the children of this district live in the midst of some, if not all, of its evils, namely the industrial struggle, intemperance, unpleasant surroundings, vice, and ignorance. The public schools, therefore, have a difficult missionary task to perform. Among the forces at work for the upbuilding of the local community, the public school, at least in scope, stands among the first. It is the one institution which touches every family. A law requiring the attendance of all children between 8 and 14 years of age at some school, public or private, helps the schools exert a tremendous influence on the life of the children in the area.

There are a number of evening schools, the facilities of which are available to those who have the time and desire to take advantage of the opportunity missed earlier in life. Private philanthropy again does what it can to help rehabilitate the adults of the area by supplementing the public adult educational facilities.

Industries.—The most worked industry in the South End is retail liquor outlets. Over 200 are in this area. These outlets serve, to a large extent Metropolitan Boston. It cannot be overemphasized the effect this condition has upon the minds and perspective of youngsters. Station 4, which is located in the South End, makes over 17,000 arrests per year. Approximately three-fourths are for drunkenness. Station 4 also has the dubious glory of being the busiest police station in the United States.

Churches.—The South End is provided with a large number of organized religious agencies. There are 32 churches—3 Roman Catholic, 27 Protestant of various denominations, and 2 Jewish synagogues. The Roman Catholic churches

are usually considered first in size and importance. One of them is German, and many of its parishioners live in Roxbury. The two others, one the Cathedral of the Archdiocese, serve practically the entire Irish population. A French Catholic Church cares for the people of that nationality throughout the city. All five churches hold parochial, missions once or twice a year, along with the usual varied religious services.

The 27 Protestant churches and chapels, namely, the Congregationalist, Baptist, Universalist, and Unitarian, are proportionately divided with reference to the population.

The churches do not join hands to encompass the whole situation. Taken together, the Protestant churches do not present a solid front as do the Roman Catholic churches. On the contrary, they exist independent of, and almost unknown to one another. There is very little proselyting among different Protestant denominations, as there is very little between Protestant and Catholic; but for the lack of some positive common understanding, the churches work at cross-purposes and yet each church attempts to cultivate friendly relations among its adherents, and aims to minister to man's social and mental as well as spiritual needs. With few exceptions, no youth works.

Recreation and amusement.—Even if the houses in the South End were, by some miracle, transformed into desirable living quarters, there would still be several serious drawbacks to the area from a residential point of view. High among these deficiencies is the absence of adequate and accessible outdoor space or facilities for recreation.

Within the entire area there are only 6½ acres of active recreation space, including available schoolyards. Despite the low percentage of children in the total population, the available recreation space is, according to the National Recreation Association, only one-fourteenth of what is required for full service. There should be seven playgrounds of about 3½ acres each for the nearly 5,000 children of the South End. The only playground is the area that is even near the required size, is located in what is now an industrial section almost inaccessible to the largest centers of the child population. In addition, this playground is under the city park department, which provides programs and supervision suitable only for those children of 12 years and over. In addition the park department serves Greater Boston and not the South End—with South End facilities.

The acreage of parks in the South End is comparable to that of play areas, neither being adapted for active use by children. The few schoolyards are hard-surfaced and poorly equipped, with little or no supervision. They are seldom open when most needed.

In addition to the recreational problems facing children, the South End has had a very serious problem in the field of effective recreation for the exceptionally high proportion of the aged, crippled, chronically ill, and blind. Due to the almost total absence of planned indoor recreation, an entire segment of people are left to themselves with a feeling of belonging to no one. A well-formulated program might well alleviate this condition.

The theater, therefore, forms the larger part of the recreation that the South End children receive. The caption "movie-made children" probably applies to the youth of South End more than it does to any other area in the city. Small wonder that boys and girls unable to find wholesome recreation in parks and playgrounds resort to movies, attending twice, and often more times, per week.

The South End is a center for many cheap cafes and public dance halls. There is reason to believe that most of the people who frequent these places, however, are not local people, but are either transients or inhabitants of other parts of the city. Scattered through the district are many billiard and pool rooms, bowling alleys, and saloons. While these provide a certain type of social intercourse, they can hardly qualify as the purveyors of valuable and wholesome recreation.

Crime and delinquency.—More than 17,000 arrests are recorded annually by the precinct station located in South End. This figure is larger than that recorded for any other section of Boston proper. A tremendous number of those arrested were booked for drunkenness and it was found that many of those picked up were inhabitants of other sections of the city.

The citizens of the South End area assembled in the John J. Williams municipal building, November 30, 1949, with the South End Planning Council. They met to protest the degrading conditions existing in their community as a result of the large and rapidly increasing number of derelicts and vagrants who continue to drift into and infest certain parts of the area, which recently

resulted in the humiliating characterization of the area as a Skid Row. Resolutions presented to and adopted by the citizens of the area concerned, were submitted to municipal and State authorities, demanding that "immediate means be adopted for adequate supervision of all liquor licenses in the area and that the proper city and State authorities, study and act on the problem of vagrancy by the enactment of the necessary legislation to keep the steady stream of derelicts out of the area." Nothing was done.

The Public Library.—The library is located in an area that makes it easily accessible to the residents of the community; however, its location is far from being an ideal one. Shawmut Avenue and West Brookline Street, with their considerably heavy stream of traffic, are a constant threat to the safety of the numerous children that frequently use the library. The elevated trains on Washington Street, added to the noise and confusion of the busy thoroughfares, creates an atmosphere that is not considered desirable.

III. THE PROBLEM

Summarized, we have an area which has all the conditions necessary for a high delinquency rate.

In this area we have seven settlements, in addition to other specialized agencies. These settlements worked autonomously in small local areas. Planning was only done on an individual basis. Upon recommendation of the Great Boston Community Survey, the seven settlements were merged into a Federation of South End Settlements under the direction of an executive director. The federation began operations in June of 1950.

Even though the houses were merged into a federation, there was no provision made for any of the actual staff members to contact unaffiliated groups.

Also there was definite need for a staff person to reach children who had been brought before the juvenile court and were back in the area on probation or parole. Cases were from the Boston juvenile court, citizenship training program, and youth service board.

Under normal agency operating procedure, there was no effective liaison to reach the above mentioned.

These conditions brought about the definite and felt need that a fundamentally different method must be utilized in order to cope with the existing conditions.

By forming the federation, economy resulted. This enabled the hiring of a detached worker on a federation basis.

(1) We find that we do not have highly organized juvenile delinquent groups, but we do have individuals within these groups who are delinquents or potential delinquents. These children who get into difficulty are by and large accepted by the group. In many instances the delinquent achieves status prestige with his friendship group. If the delinquent commits an extreme act, he is in many instances, rejected by his friendship group, and he seeks out other rejects.

Basically he participates in a friendship group. Even though the social agencies in the South End serve approximately two-thirds of the youth population there are a significant number of these groups which are unattached to any agency. Thus it is logical that the prime objective problem was to reach the delinquent through his friendship group.

IV. METHOD

The primary function of the detached worker was to work in the South End area, not attached to any one particular agency, but to work in close harmony with the existing social agencies in the federation, with his (?) own budget. His other duty was to have close contact with the Boston juvenile court, citizenship training program, and youth service board.

The executive director of the federation felt this job needed a specially trained person. Perhaps my background will aid you at this time. Being born and raised in the South End, my early life was spent in a settlement house. Upon graduation from the Shah (?) School, I did work as a leader of groups during the winter months and acted as a camp counselor during the summer. At the outbreak of the war, I entered the United States Air Force. I spent 4 years mainly as an instructor in bombardiering and navigation. Left the service a captain. Returned to Boston and entered Boston College. Received my B. S. in sociology, and then my M. S. S. at Boston University. My field work in graduate school exposed me to detached work and I had an opportunity to work with emotionally

disturbed children in a treatment camp as head counselor. My second year field placement was with handicapped, emotionally disturbed and behavior problem children. My thesis for graduation was written on working in a group setting with hard of hearing children. This was the first attempt on this particular type of rehabilitation for youngsters and it proved successful. The executive director felt that, with my previous settlement house experience, plus my graduate training, my knowledge of the South End, and my ability to work with youngsters, that I was suited for this particular type of work.

One of my first responsibilities was to be known by the various staff members in the agencies and have my role explained. Interpretation to staff members went along these general lines:

- (a) Do you have a difficult individual that does not fit into group?
- (b) Do you have a difficult group that does not fit into the house program?
- (c) Are you aware of any unaffiliated groups or difficult situations?
- (d) If a group is brought into a house during the year, the detached program would pay for leadership materials for programming, and would not put any additional financial strain on the present budget. Of course, if the group returns to the house the following year, the house would absorb that cost. This is a vital subject to be interpreted, since the houses do work on a limited budget.

Next was to get really acquainted with the various enforcement agencies.

Interpretation to the court.—It was asked that the court and other enforcement agencies please notify the detached worker as to any child sent back into the area, either on probation or parole, so that we could contact the child, explain to the parents my role, and help the child in joining a social agency, if not a member of one, or to help that child in forming a neighborhood group and providing guided recreational programs. The executive director formally notified the various neighborhood agencies, but we work on an informal level. After these preliminary steps were taken, I went into the area.

Afternoons and evenings were spent in poolrooms, shooting pool, getting to be known and accepted by the persons present. Spending time in local drug stores, variety stores, street corners, and various meeting places. During this time I learned what groups or individuals belonged to a social agency and those who did not. With the children that did not go to an agency I learned their likes and dislikes, their interests and what they were seeking. A group may be interested in a sports program, another in social activities when they may have a chance to socialize with girls of their own age. Work was done with these groups and we were able to channel them into one of the federation members. Here a leader would be assigned, some paid, others volunteers, to carry the group. Not only do we work with groups but also with individuals. Careful thought and planning plus making home visits to help a child to fit into a group setting and have him gain some of his fundamental needs, such as, sense of belonging, sense of achievement, help him gain status within the group and many others.

With younger groups we may use an agency to carry on their program or use their own homes or even church facilities. With groups 8-13 years of age we plan meetings, give them a chance to participate in athletics, trips to museums, historical sites, industrial plants, bakeries and candy plants, plus supplying them with material for crafts.

Though my work is mainly with boys we have groups of girls in our program. Women leaders are processed and a program is planned for them. We have had a group of girls reported to us by a policewoman and the group under competent leadership proved very successful.

Leaders are requested to write a report of each meeting and through this plus a 3 x 5 card system of registration a fairly accurate account of club meetings, members attending, and club programing is at my disposal.

Results of the detached program

During the winter season of 1952 and 1953, 186 boys and girls, ranging in age from 7 to 17, were participating in our program. These were 14 groups led by part-time paid leaders and volunteers. Many of the members in the program have become members of various houses in the federation. It is vitally important to continue the work with these individuals and group who did not become members or join any particular house.

Referrals from enforcement agencies

We had 48 referrals from the agencies. Forty-two had been contacted and placed in agencies or in neighborhood groups. Continuing work must be done with these children to see that they continue to go to the agencies. Beside con-

tacting the individual home visits must be made to explain to the parents our role in the area and to keep in touch with the home as we work with the boy. This year to date we have had 33 referrals from September 1. The same must be done for these children. Hon. Judge John Connelly, juvenile court judge; Joseph Shea, probation officer for our area, feel that our preventive program has been extremely helpful in keeping juvenile delinquency down in our particular area.

Bowling league

Last season we ran a league for a period of 8 weeks age range of the boys 11-15. Eight teams participated. This year we rented the alleys from Father Carr at Holy Trinity Church at \$30 per month to pay for heat and light. This year we have 12 teams in our afternoon league, three afternoons a week. In the evening we have a co-ed bowling league for girls and boys 14-17 one night a week and the other evenings are open to houses of the Federation for practice.

Baseball league

Ran for a period of 8 weeks; 90 applicants with 70 actually participating two evenings a week. The teams were managed and coached by parents. A new twist was tried and proved very successful. Instead of entering teams we had children who displayed an interest to try out. They were graded and assigned to teams. In other words, a team was composed of members from all over the South End. This tended to break down sectional rivalry and the league was highly successful. This year beside the demand for the smaller boys' league the 13-15-year-olds have requested a league.

Basketball league

During the summer months an outdoor basketball league was formed, composed of six teams over the South End, ages 15-17. Though numerous requests had been made by Father Carr to have a basketball court painted on the area by the park department, nothing was done. Providing the paint, brushes, masking tape, etc., the boys themselves painted a regulation court and a very nice league run.

Budget

This may be last but very important—we carried on this program at a cost of \$6,000 a year which included my salary and a budget to work with. Beside using existing social agencies and other facilities the budget was spent on part time leadership, program material and rent.

Time

Most of our work is done in the afternoon and evenings. One must count on four evenings a week and a total of 55 hours in the area.

The results of this detached program were due in some part to the following factors:

1. Being brought up in the area and exposed to similar environmental conditions. This gave me insight and sympathetic understanding of the youngster and the code by which they operated. I know the hangouts, poolrooms, various meeting places. Some of the children I work with are children of parents I grew up with. I am now 33 years old. Thus I was able to meet the kids on their own level. I was not looked on as an outsider. I was able to obtain cooperation from the parents—I was accepted.

2. My settlement house training gave me a basic idea of its operation and services rendered to the community. In addition I was a recipient of their services.

3. I feel that my academic experience and training was also vital. In particular group work training gave me the necessary tool to work with.

RECOMMENDATIONS

1. Wider and more basic use of school facilities such as in Milwaukee. School centers are planned also as play centers (daylight program).

2. City departments to evolve a realistic and immediate recreation program for the South End.

3. The State and city to honestly rehabilitate the South End in all areas. In particular, the liquor licensing boards, to make a stated, orderly procedure as to liquor outlets in the area.

4. *Housing*.—The city must comply with conditions in regards to housing and adequate recreational facilities. The financing of urban redevelopment and hous-

ing be contingent upon the fact that the city at the same time put into effect an adequate rehabilitation program.

5. *Juvenile aid bureau*.—Policeman attired in plainclothes being instructed in group work, working in the area to help children in finding recreation and working closely with existing agencies. I know the Federation of South End Settlements will offer competent staff to help selected personnel.

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APPENDIX

AREA VII

Despite the heavy and continuing removal of old dwelling units within this area, a careful analysis reveals that the public schools must be prepared to serve an increasing enrollment in the elementary grades at least as far ahead as 1960. Because of the characteristics of the area and the condition of much of the present school housing, adequate service by the schools demands (1) an immediate undertaking of new elementary school construction, (2) a systematic plan for a continuing series of abandonments and conversions coordinated with the new construction.

General characteristics of the area include:

High density population.

Many dwellings built prior to 1900.

The most concentrated lodging house section of the city.

A major upswing in estimated school enrollments through 1960.

A 588-unit (Cathedral) public housing development.

Very old school buildings in poor condition.

The absence of any junior high school in the area.

Scarcity of potential school sites.

A steady increase in commercial and industrial enterprises.

A maze of heavily traveled thoroughfares.

Imminent city action calls for an 18-acre industrial development in the New York Streets section.

Long-range plans call for the eventual use of still additional land areas in ways which may not contribute to school population. As of this time, however, and until such plans become realities, the schools must be prepared to provide as suitable school facilities as elsewhere in the city.

Estimated public school enrollments, area VII

Grade	Age range	1955	1960
K-6.....	5 to 11.....	3,715	4,634
7-9.....	12 to 14.....	1,138	1,482
7-8.....	12 to 13.....	837	1,071
K-8.....	5 to 13.....	4,552	5,705

Population predictions for 1955 indicate there will be some 4,552 public school children to attend kindergarten through eighth grade. In 1960 the figure will grow to 5,705.

By next fall, with the Andrews School having been razed to make way for the New York Streets development, the elementary school capacity in this area will be 4,080. Although it is conceivable that the present enrollment of 220 pupils in the Andrews School could be cared for in 1953-54 by the Franklin, Williams, Lincoln, and Quincy Schools, this would have to be regarded as an undesirable stopgap in light of the predicted elementary enrollments.

In addition to this steady rise in elementary school enrollments, the fact must be faced that nearly every school building in area VII is in very poor condition. Four of its present elementary buildings should be abandoned as soon as it is possible to replace them, which as a practical matter means 1955. These schools are the Alcott, Bates, Dwight, and Franklin.

The cumulative effect of the deficiencies relating to the following features of these buildings makes abandonment necessary:

Alcott (1,845)—Foundation, walls, floors, ceilings, wooden stairs, frame interior, outside toilet facilities.

Bates (1,884)—Basement, roof, floors, ceilings, walls, toilets, wooden stairs, frame interior.

Dwight (1,857)—Walls, wooden stairs, toilets, ventilation, four-floor frame interior.

Franklin (1,857)—Four-story frame interior, wooden stairs, foundation, walls, floors, ceilings, basement.

These four buildings have a total capacity of 1,380. Their abandonment would thus reduce the elementary capacity for this area from 4,080 to 2,700. This leaves a capacity deficit of 1,852 for kindergarten through grade eight.

It is therefore recommended that two 21-room elementary schools be built by 1955. These schools, each with a capacity of 630, would house kindergarten through the sixth grade. It is urged that one of these new schools serve as a replacement for the Dwight School, while the other should be located in the vicinity of the Cathedral Housing project, planned so as to take advantage of Franklin Square Park, and the Bates School site.

Thus by 1955, the elementary school capacity could be brought to a total of 3,960. Since it has already been stated that the elementary enrollment in 1955 is expected to be 4,552 pupils, an apparent space shortage for some 592 pupils would seem to exist despite the erection of the two new elementary schools.

Here the principle of long-range planning is significant, for predicted elementary enrollments indicate a continuing increase to over 1,100 more pupils between 1955 and 1960. At this point also, certain Boston school policies may well be applied. For following the steadily increasing elementary enrollment comes the problem of housing pupils of junior high school age. Throughout the city established school policy has called for intermediate schools (grades 7-9) in keeping with the organizational pattern known as K-6-3-3. Area VII presently has two elementary schools housing grades 7 and 8 but no junior high school.

The period between 1955 and 1960 offers an excellent opportunity to introduce into area VII the grade organization called for the policies of the Boston school system. Indeed the swelling intermediate school enrollment figures practically compel it. By 1955 there will be 1,138 pupils to occupy grades 7, 8, and 9, the regular junior high school years, and by 1960 there will be 1,482 such pupils.

Obviously it would not seem prudent in 1955 to withdraw ninth-grade area VII pupils from Boston English and Girls' High, to enroll them in an area VII junior high school. However, the high school recommendations in this report would require provision in area VII of facilities for its ninth-grade pupils by 1957. In addition, the high school report recommends transferring the Brandeis Vocational School pupils from that building in 1955.

Therefore, the Brandeis building would become available for use in 1955 to handle the expected space shortage of 592 upper-grade elementary pupils in area VII. The Rice School should be converted at the same time to a 4-6 organization, with its seventh and eighth graders being housed in the Lincoln and Brandeis buildings. In 1957 with the new accommodations for secondary school pupils from the high schools mentioned above, the Brandeis building may then also house ninth-grade pupils, completing the change to a junior high school organization. Also in 1957 it is urged that the Lincoln School be converted from its present K-8 organization to a junior high school. As a junior high school this building has a capacity of 855, but a gymnasium must be added. These two newly created junior high schools could also contain some sixth-grade classes. This latter arrangement would offer much relief from the pressure of swelling elementary enrollments through the year 1960.

The conversion of the Brandeis building to a junior high school would involve certain building alterations. These would include installation of additional toilet facilities, the opening of window space in the sidewalls, if possible, and the building of a gymnasium. There is some land on two sides of this building,

now used as parking lots, which might be purchased as a site for the gymnasium addition. After renovations are complete, this building can house a minimum capacity of 1,000 pupils.

The only alternative to the use of the Brandeis building for a junior high school is the erection of a new junior high school building in area VII.

The establishment of these two junior high schools in the year 1957 means that the Lincoln School elementary pupils will need to be housed elsewhere. Although it cannot be determined now at exactly what time the secondary school changes will be effected as the forerunner of converting the Lincoln and Brandeis buildings to full status as junior high schools, a rough estimate of pupil population between 1955 and 1960 can be drawn. By halving the difference between enrollment predictions for 1955 and 1960 an estimated 1957-58 elementary enrollment (K-6) would be 4,174 pupils. Following conversion of the Lincoln School, the elementary total capacity at that time would be 3,180 pupils. Since these figures indicate a space shortage of 997, it is clear that a third new 21-room elementary school (630 capacity) will be needed at that time. This building should be placed close to Union Park and the old Franklin School site. Even then, the Lincoln and Brandeis Junior High Schools will be needed to house some sixth graders. Under these conditions the total number of pupils to be housed in the junior high schools is expected to be 1,685. The joint capacity of the two buildings (1,855) will not only suffice but permit a number of pupils from Back Bay to be enrolled also, if necessary.

In 1960 the estimated pupil enrollments for the years K-6 run to 4,634, with grades 7-9 reaching 1,482 for an aggregate of 6,116 pupils. The elementary school capacity of 3,810 and the junior high capacity total of 1,855, however, come to only 5,665. Here again is evident need for another elementary building. In this instance a 14-room building on the K-6 pattern, to house 420 pupils, should be constructed. This new building should be placed in the vicinity of the L. Rotch playground.

Recommendations for new buildings in this area are based largely on the need for replacement of the old buildings. Regardless of the 1,970 potential developments of this part of the city, it would be most unjust to require a generation of children to continue to get along with poor school facilities.

SOUTH END (BOSTON PARK DEPARTMENT)

Although it is a congested area (110 persons per gross residential acre), the South End has a child population density not much higher than the average for all of Boston. This tends to minimize what would be otherwise an intolerable situation, for true to the form characteristic of all the older sections of Boston, the largest playgrounds of the South End are peripheral, with the interior served only by scattered, undersized school-yards and play areas suitable only to a very restricted program.

Two very important factors limit the possibilities of playground system improvement in the South End. These are scarcity of available vacant land and frequency of traffic hazards. The South End, lying athwart numerous radial approaches to downtown Boston and crosstown routes as well, is a traffic problem area in its entirety, and it is difficult to conceive of a playground system for the district which would have the quality of safe accessibility.

There is no easy solution to the South End's playground problem. As in the case of the North End and West End, a balanced and efficient system for the district will be attained only as part of a general program of rebuilding. Such a program should contemplate abandonment of the L. J. Rotch playground in favor of a better site and the creation of at least two additional playgrounds, each having a minimum area of 2 acres.

For the present, some good would be accomplished by temporary conversion of Franklin Square to playground use. This would be especially useful when the adjacent Cathedral housing project has been completed, bringing many new children into this section.

DEVELOPING A RECREATION PLAN (CITY PLANNING BOARD)

General objectives

City planning principles are founded upon the basic requirements of human life. They are intended to guide the fashioning of a physical environment in which the individual and society alike may grow healthy in body and spirit. A city inevitably reflects its people's philosophy of life. The price of a dominant materialism may come high in terms of drab monotony or even sheer ugliness

and their resultant effects in disease and demoralization. As a constructive offset to this unfortunate condition, a community which is awake to these dangers will assume as a public responsibility, and to the extent that it may be necessary, the obligation of providing an adequate recreation system. Such a system should afford not only the physical facilities for regeneration of the body through active play or quiet rest, but also a contribution toward that ennobling of the spirit which is so dependent upon a sense of beauty. The responsibility for recreation, as for schools, has been shared by public and private agencies; though unlike education, it has not rested on such stringent legal compulsion. The city planning board believes that the time has come to give more adequate recognition to the importance of recreation and has adopted that principle in formulating its general plan.

NEIGHBORHOODS OF THE SOUTH END RANKED FOR SELECTED FACTORS

(Ranked as follows : No. 1 for lowest, No. 64 for highest)

Population

Rank	Neighborhood	Area	Number
1	Kerry Village.....	South End.....	463
4	South Cove.....		4,504
16	Castle Square, New York Streets.....		6,914
21	South Bay.....		8,385
25	South Tremont.....		9,792
28	North Tremont.....		10,328
40	Columbus-Massachusetts Avenue.....		14,177
	Total.....		54,563

Percentage of population foreign born white

Rank	Neighborhood	Percentage
3	Columbus-Massachusetts Avenue.....	9.6
18	South Bay.....	15.5
34	South Cove.....	17.9
54	Kerry Village.....	22.2
55	Castle Square, New York Streets.....	22.9
58	South Tremont.....	25.7
61	North Tremont.....	26.0

Percentage of population nonwhite

Neighborhood		1940	1950
Kerry Village.....		0.05	1.9
South Bay.....		3.7	3.4
North Tremont.....		1.0	7.0
South Tremont.....		2.4	7.0
Castle Square, New York Streets.....		11.9	21.9
South Cove.....		21.6	32.9
Columbus-Massachusetts Avenue.....		42.0	60.4

Number and percentage of population under 5 years of age

Rank	Neighborhood	Number	Percentage
1	Kerry Village.....	9	1.9
4	South Cove.....	283	6.3
13	North Tremont.....	489	4.7
16.5	South Bay.....	609	7.3
19	South Tremont.....	640	6.5
24	Castle Square, New York Streets.....	676	9.8
33	Columbus-Massachusetts Avenue.....	993	7.0

Number and percentage of population 5 through 13 years

Rank	Neighborhood	Number	Percentage
1	Kerry Village.....	12	2.6
3	South Cove.....	329	7.3
8	North Tremont.....	539	5.2
17	South Tremont.....	801	8.2
18	South Bay.....	860	10.3
22	Castle Square, New York streets.....	957	13.8
23	Columbus-Massachusetts Avenue.....	971	6.8

Number and percentage of population 14 through 19 years

Rank	Neighborhood	Number	Percentage
1	Kerry Village.....	10	2.2
5	South Cove.....	280	6.2
9	North Tremont.....	387	3.7
12	South Tremont.....	472	4.8
15	Castle Square, New York streets.....	495	7.2
20	Columbus-Massachusetts Avenue.....	580	4.1
26	South Bay.....	722	8.6

Percentage of population 65 and over

Rank	Neighborhood	Percentage
40	Castle Square, New York streets.....	10.0
40	South Bay.....	10.0
45	South Cove.....	10.9
54.5	Columbus-Massachusetts Avenue.....	12.2
60	Kerry Village.....	14.7
62	South Tremont.....	16.0
64	North Tremont.....	18.5

Percentage of units which had no private bath or running water or were dilapidated

Rank	Neighborhood	Percentage
54	South Bay.....	39.2
56	Castle Square, New York streets.....	44.6
58	Kerry Village.....	50.0
59	South Tremont.....	52.5
60	South Cove.....	55.7
61	North Tremont.....	56.2
62	Columbus-Massachusetts Avenue.....	58.1

Percentage of dwelling units with 1.01 persons or more per room

Rank	Neighborhood	Percentage
15.5	Kerry Village.....	8.0
47.5	Castle Square, New York Streets.....	16.0
51	South Bay.....	18.2
52	South Cove.....	18.6
55	Columbus-Massachusetts Avenue.....	19.9
56	South Tremont.....	20.0
60	North Tremont.....	22.4

*Median contract monthly rents*¹

Rank	Neighborhood	Median rent
27	North Tremont.....	36.95
35	Columbus-Massachusetts Avenue.....	34.43
45	South Tremont.....	28.19
58	South Bay.....	23.82
59	South Cove.....	23.55
62	Castle Square, New York Streets.....	19.65

¹ Kerry Village is omitted.*Percentage of population in different residences in 1950 than in 1949*

Neighborhood	Percentage
Castle Square, New York Streets.....	16
South Tremont.....	50
North Tremont.....	51
Columbus-Massachusetts Avenue.....	55
South Bay.....	54
Kerry Village.....	51
South Cove.....	53

*Median school years completed by persons 25 years of age and over*¹

Rank	Neighborhood	Median years
48	North Tremont.....	9.6
49	South Bay.....	9.5
52	Columbus-Massachusetts Avenue.....	9.1
59	South Cove.....	8.6
61	Castle Square, New York Streets.....	8.5
62	South Tremont.....	8.4

¹ Excludes Kerry Village.*Median income in 1949 of families and unrelated individuals*¹

Rank	Neighborhood	Median income
57	Castle Square, New York Streets.....	\$1,669
61	Columbus-Massachusetts Avenue.....	(2)
61	North Tremont.....	(2)
61	South Tremont.....	(2)
61	South Bay.....	(2)
61	South Cove.....	(2)
61	South Tremont.....	(2)

¹ Excludes Kerry Village.² Less than \$1,500.*Juvenile delinquency per 1,000*¹

Rank	Neighborhood	Rate
50	North Tremont.....	20.8
54	South Tremont.....	27.6
58	South Bay.....	34.6
59	South Cove.....	37.1
61	Columbus-Massachusetts Avenue.....	39.9
62	Castle Square, New York Streets.....	46.7

¹ Excludes Kerry Village.

*Juvenile delinquency-boys appearances per 1,000*¹

Rank	Neighborhood	Rate
50	North Tremont.....	35.6
54	Columbus-Massachusetts Avenue.....	46.1
55	South Tremont.....	47.4
59	South Cove.....	54.8
60	South Bay.....	58.9
61	Castle Square, New York Streets.....	63.0

¹ Excludes Kerry Village.*Juvenile delinquency-girls appearances per 1,000*¹

Rank	Neighborhood	Rate
46.5	North Tremont.....	5.5
55.5	South Tremont.....	8.5
57	South Cove.....	8.7
58	South Bay.....	10.0
62	Castle Square, New York Streets.....	26.4
63	Columbus-Massachusetts Avenue.....	33.1

¹ Excludes Kerry Village.*Pulmonary TB, new cases, per 100,000*¹

Rank	Neighborhood	Rate
58	South Bay.....	195.6
59	Castle Square, New York Streets.....	243.0
60	North Tremont.....	263.4
61	Columbus-Massachusetts Avenue.....	344.2
62	South Tremont.....	563.7
63	South Cove.....	612.8

¹ Excludes Kerry Village.*Pulmonary death rates per 100,000,¹ 1947-51*

Rank	Neighborhood	Rate
58	South Bay.....	128.8
59	North Tremont.....	145.2
60	Castle Square.....	150.4
61	Columbus-Massachusetts Avenue.....	176.3
62	South Tremont.....	302.3
63	South Cove.....	364.4

¹ Excludes Kerry Village.*Infant mortality rates per 1,000 live births*¹

Rank	Neighborhood	Rate
45.5	South Tremont.....	35.6
57	North Tremont.....	42.5
60	Castle Square, New York Streets.....	47.8
61	South Cove.....	48.1
62	South Bay.....	49.9
63	Columbus-Massachusetts Avenue.....	52.8

¹ Kerry Village excluded.

Mr. WILK. I was assigned as a detached worker in an area where 90 percent of the housing conditions were built before 1900.

We have less than one-fourteenth of the play area that is recommended by the National Recreational Association.

As Mr. Kingman brought out earlier, we have more than 17,000 arrests in station 4, and three-quarters of it is on drunkenness.

Many of these people do not live in the area. We have six settlement houses in the federation and Mr. Kingman felt that even though these agencies were working, plus other social agencies, we were not reaching all the children.

So I was assigned as a detached worker to reach these unaffiliated groups and to get them into guided recreational programs.

Senator HENNINGS. Are you a graduate social worker, Mr. Wilk?

Mr. WILK. Yes, sir, I am.

Now, if I can, with your permission, I would like to read the method we use, my background, and a few excerpts from the report I submitted to you.

The CHAIRMAN. We would like to have that for the record.

Mr. WILK. By forming the federation, economy resulted. This enabled the hiring of a detached worker on a federation basis.

1. We find that we do not have highly organized juvenile delinquent groups, but we do have individuals within these groups who are delinquents or potential delinquents. These children who get into difficulty are by and large accepted by the group.

In many instances the delinquent achieves status prestige with his friendship groups. If the delinquent commits an extreme act, he is in many instances rejected by his friendship group, and he seeks out other rejects.

Basically, he participates in a friendship group. Even though the social agencies in the South End serve approximately two-thirds of the youth population, there are a significant number of these groups which are unattached to any agency.

Thus, it is logical that the prime objective problem was to reach the delinquent through his friendship group.

Method: The primary function of the detached workers was to work in the South End area, not attached to any one particular agency, but to work in close harmony with the existing social agencies in the federation, with his own budget. His other duty was to have close contact with the Boston Juvenile Court, citizen training program, and Youth Service Board.

The executive director of the federation felt this job needed a specially trained person. Perhaps my background will aid you at this time.

Being born and raised in the South End, my early life was spent in a settlement house. Upon graduation from the Shah School, I did work as a leader of groups during the winter months and acted as a camp counselor during the summer.

At the outbreak of the war, I entered the United States Air Force. I spent 4 years mainly as an instructor in bombardiering and navigation. I left the service a captain.

I returned to Boston and entered Boston College. I received my B. S. in sociology, and then my M. S. S. at Boston University.

My field work in graduate school exposed me to detached work and I had an opportunity to work with emotionally disturbed children.

My thesis for graduation was written on working in a group setting with hard-of-hearing children. This was the first attempt on this particular type of rehabilitation for youngsters and it proved successful.

The executive director felt that, with my previous settlement-house experience, plus my graduate training, my knowledge of the South End, and my ability to work with youngsters, that I was suited for this particular type of work.

One of my first responsibilities was to be known by the various staff members in the agencies and have my role explained.

Interpretation to staff members went along these general lines:

(a) Do you have a difficult individual that does not fit into the group?

(b) Do you have a difficult group that does not fit into the house program?

(c) Are you aware of any unaffiliated groups or difficult situations?

(d) If a group is brought into a house during the year, the detached program would pay for leadership materials for programing, and would not put any additional financial strain on the present budget.

Of course, if the group returns to the house the following year, the house would absorb that cost. This is a vital subject to be interpreted, since the houses do work on a limited budget.

Next was to get really acquainted with the various enforcement agencies.

Interpretation to the court. It was asked that the court and other enforcement agencies please notify the detached worker as to any child sent back into the area, either on probation or parole, so that we could contact the child, explain to the parents my role, and help the child in joining a social agency, if not a member of one, or to help that child in forming a neighborhood group and providing guided recreational programs.

The executive director formally notified the various neighborhood agencies, but we work on an informal level. After these preliminary steps were taken, I went into the area.

Afternoons and evenings were spent in poolrooms, shooting pool, getting to be known and accepted by the persons present.

Spending time in local drugstores, variety stores, street corners and various meeting places.

During this time I learned what groups or individuals belonged to a social agency, and those who did not. With the children that did not go to any agency I learned their likes and dislikes, their interests and what they were seeking.

A group may be interested in a sports program; another in social activities when they may have a chance to socialize with girls of their own age.

Work was done with these groups and we were able to channel them into one of the federation members. Here a leader would be assigned, some paid, others volunteers, to carry the group.

Not only do we work with groups, but also with individuals. Careful thought and planning, plus making home visits to help a child to fit into a group setting and have him gain some of his fundamental needs, such as sense of belonging, sense of achievement, help him gain status within the group, and many others.

With younger groups we may use an agency to carry on their program or use their own homes, or even church facilities. With groups 8 to 13 years of age we plan meetings, give them a chance to participate in athletics, trips to museums, historical sites, industrial plants,

bakeries, and candy plants, plus supplying them with material for crafts.

Though my work is mainly with boys, we have groups of girls in our program. Women leaders are processed and a program is planned for them. We have had a group of girls reported to us by a police-woman and the group under competent leadership proved very successful.

Leaders are requested to write a report of each meeting and through this, plus a 3 by 5 card system of registration a fairly accurate account of club meetings, members attending, and club programing is at my disposal.

If you are to go into that more, I have also left a copy of the group leaders manual for the Federation of South End Settlement at your office, too.

The CHAIRMAN. Without objection, that manual will be a part of the subcommittee's files.

(The manual referred to was marked "Boston Exhibit No. 5," and is on file with the subcommittee.)

Mr. WILK. I would like to bring up now the results of our detached program for this past season.

Mr. BEASER. I do not think I have clearly exactly how you come into a community and what you find there and how you operate from thereon.

Mr. WILK. As I brought out earlier, I was born and raised in the South End. I have spent approximately 13 years in one of the neighborhood camps as a counselor. I have worked since I have been 17 as either a volunteer leader, or part-time group worker, evenings.

I know the people in the area; I know the children in the area. This would have been brought out in my statement.

During the winter season of 1952 and 1953, 186 boys and girls, ranging in age from 7 to 17, were participating in our program. These were 14 groups led by part-time paid leaders and volunteers. Many of the members in the program have become members of various houses in the federation.

It is vitally important to continue the work with these individuals and group those who did not become members or join any particular house.

Referrals from enforcement agencies: We had 48 referrals from the agencies. Forty-two had been contacted and placed in agencies or in neighborhood groups.

Continuing work must be done with these children to see that they continue to go to the agencies.

Beside contacting the individual, home visits must be made to explain to the parents our role in the area and to keep in touch with the home as we work with the boy. This year to date we have had 33 referrals from September 1.

The same must be done for these children. Honorable Judge John Connelly, juvenile court judge; Joseph Shea, probation officer for our area, feel that our preventive program has been extremely helpful in keeping juvenile delinquency down in our particular area.

Bowling league: Last season we ran a league for a period of 8 weeks, age range of the boys 11 to 15. Eight teams participated.

This year we rented the alleys from Father Carr at Holy Trinity Church, at \$30 per month to pay for heat and light. This year we

have 12 teams in our afternoon league, 3 afternoons a week. In the evening we have a coed bowling league for girls and boys, 14 to 17, 1 night a week and the other evenings are open to houses of the federation for practice.

Baseball league: Ran for a period of 8 weeks; 90 applicants, with 70 actually participating 2 evenings a week. The teams were managed and coached by parents.

A new twist was tried and proved very successful.

Instead of entering teams we had children who displayed an interest to try out. They were graded and assigned to teams.

In other words, a team was composed of members from all over the South End. This tended to break down sectional rivalry and the league was highly successful.

This year beside the demand for the smaller boys' league, the 13- to 15-year-olds have requested a league.

Basketball league: During the summer months an outdoor basketball league was formed, composed of 6 teams over the South End, ages 15 to 17. Though numerous requests have been made by Father Carr to have a basketball court painted on the area by the park department, nothing was done.

This morning I understand the park department cooperated very well, but I will have to say that I question the wisdom of the use of their facilities.

Mr. BEASER. Why is that?

Mr. WILK. To begin with, we have a municipal building in the area and that building contains a gymnasium. Beside the gymnasium at the South End Boys' Club, which is run by the Salvation Army, the Lincoln House, which has the gymnasium and access to the English High School gymnasium, we do not have too much gym space.

Out of the five afternoons I admit that the gym space is used, but it is used by religious schools and the children who use the gym do not come from the South End area.

Mr. BEASER. But the building is located in the area?

Mr. WILK. In the area.

Mr. BEASER. Now, do you work with certain groups? Are they large groups, small groups?

Mr. WILK. We work with various groups. We can run leagues. We have intersettlement leagues, and we cannot get access to this gymnasium at all.

Mr. BEASER. Where do they go?

Mr. WILK. We have to shift our program so we can run the leagues within our settlement houses.

Now, I will bring up the budget. This may be last, but it is very important. We carry on this program at a cost of little more than \$6,000 a year, including my salary and a budget to work with.

Besides using existing social agencies and other facilities, the budget was spent on part-time leadership, program material, and rent.

Now, I would like to bring this up:

The results of this detached program were due in some part to the following factors:

1. Being brought up in the area and exposed to similar environmental conditions, this gave me insight and sympathetic understanding of the youngsters and the code by which they operated. I know the hangouts, poolrooms, various meeting places.

Mr. BEASER. Were you accepted when you came in there?

Mr. WILK. As I said, I have been working with children for years and I have had a very good relationship with them.

Mr. BEASER. Were they not suspicious of you?

Mr. WILK. Truthfully, no. They were a little surprised at first that I was in there, but when I explained my role that I was just out seeing if any of the boys were interested in getting into a sport activity, or running dances, they accepted it.

Mr. BEASER. Were they not running their own activities?

Mr. WILK. No, these groups I went out to were unaffiliated.

Mr. BEASER. You mean what?

Mr. WILK. They were not attached to any particular social agency or recreational agency. They would spend their time hanging out in drugstores, poolrooms, and pass there, that way, evenings.

Mr. BEASER. They have their own gangs?

Mr. WILK. They have their own friendship groups.

Mr. BEASER. You call them friendship groups?

Mr. WILK. We don't have any highly organized gangs in the South End. We have not had any for a few years.

Mr. BEASER. Did you work with any?

Mr. WILK. No.

Mr. BEASER. This differs a bit from the New York program, then?

Mr. WILK. That is right.

Mr. BEASER. In that you were not coming into an area that had highly organized gangs in large numbers.

Mr. WILK. Well, we were not certain and that is why I was sent out into the area, but after being out there in a year and a half we cannot say we do not have highly organized gangs.

Mr. BEASER. But you found the youths there engaged in no organized recreation activities.

Mr. WILK. True.

Mr. BEASER. Were they just hanging around poolrooms?

Mr. WILK. Just hanging around shooting pool or hanging around drugstores.

I admit that some of the individuals got into trouble as individuals, but not as a group.

Mr. BEASER. They did not go seeking trouble?

Mr. WILK. No. We do have a group that if trouble did come up within the area, they could get together 125 within 2 hours and protect themselves. There is not 1 leader to handle this 125; there are 4 separate groups and they are scattered throughout the area.

Of these four groups I would say that the majority of them are contacted or connected with some agency. We either have them in leagues or teen-age programing.

Mr. BEASER. But you say you get together. Is that an organized getting together?

Mr. WILK. They would pass the word along. Suppose a group from some outlying district would come in and was looking for trouble. They could pass the word along and they would band together to protect themselves. I have never known of them going out of the area to look for trouble.

Mr. HANNOCH. You mean they are a protective gang?

Mr. WILK. In a sort of way.

Mr. HANNOCH. Do you distinguish between a highly organized gang and a poorly organized gang, or do you just say there is no gang?

Mr. WILK. I would say there were no gangs throughout the South End. They were just unaffiliated groups.

The CHAIRMAN. You said that some of them got into trouble, individuals?

Mr. WILK. That is true.

The CHAIRMAN. Did not that trouble stem largely from the loitering that you witnessed there?

Mr. WILK. That is true. They would either be breaking into a store or getting into a petty thievery, or something of that sort.

The CHAIRMAN. It is the old story of idle hands.

Mr. WILK. That is right.

Mr. BEASER. Do you have any drinking?

Mr. WILK. We do have occasions of drinking.

Mr. BEASER. I mean by the teen-agers.

Mr. WILK. There is some. Not to any great extent. The way they usually procure their liquor is to, well, slip a basos, as Mr. Kingman phrased it, a half dollar or so and they will get some wine and they will give him a little wine.

We have had very little trouble in the agencies as far as drinking is concerned.

Mr. BEASER. Any use of narcotics that you have observed?

Mr. WILK. To my knowledge, there has been very little, if any.

Mr. BEASER. Any barbituates?

Mr. WILK. Not to my knowledge.

The CHAIRMAN. Marihuana?

Mr. WILK. No.

The CHAIRMAN. Any marihuana smoking?

Mr. WILK. No.

Mr. BEASER. When you came in you probably had a difficult job of detecting these youngsters.

Mr. WILK. No, as a matter of fact, I did not find it too difficult, because at one time or another these youngsters had belonged to an agency and had drifted away. Some of them had been in camp, or in an activity in earlier years.

We did have a relationship to work with. In most cases any group that I approached there was at least 1 or 2 that I had contact with in earlier years.

Mr. BEASER. Were you here when Miss Neilan testified?

Mr. WILK. I was not here, but I heard part of her testimony on television.

Mr. BEASER. You find it a little easier to work in the neighborhood because of your past association in the neighborhood?

Mr. WILK. True. As a matter of fact, some of the parents of the children I come in contact with, either in court referrals or in working with groups, I know their parents very well; we were brought up and raised together.

Mr. BEASER. From your description, the work seems to be something that a young man could do, it takes energy to get around.

Mr. WILK. What I would like to recommend is that I would like to see a juvenile-aid bureau set up in Boston. We do have a juvenile officer who works, especially with juveniles, but his work is mainly during the daytime.

If there were 4 or 5 selected personnel, and I know that the Federation of South End Settlement would be more than glad to offer competent staff to help them in group work technique, to be out in the area and get to know the children in the area and help guide them to recreational programs, that we would accomplish a great deal.

Mr. BEASER. The juvenile-aid bureau in the police department?

Mr. WILK. That is right. Police officers attired in plainclothes and being familiar in group work technique out in the area evenings and late afternoons.

To me, I don't see any value of having a man on from 8 to 6, because up to 3 the kids are in school.

The CHAIRMAN. What you are really referring to, Mr. Wilk, is especially trained police.

Mr. WILK. Especially trained police.

Mr. BEASER. That is all, Mr. Chairman.

The CHAIRMAN. Mr. Wilk, in your broad experience, have you any legislation which you would suggest that this subcommittee should sponsor, either at the Federal level or any other level of Government?

Mr. WILK. I would like to bring up one thing and I think Mr. Kingman has already mentioned it. That is the Cathedral housing project. That building was torn down and a project was put up.

Now, either through an oversight in the city or through the Federal Government, no recreational facilities or rehabilitation program was set up. I would say three to four hundred families at the most are living in that particular area.

Now, we have close to 600 families. Many of these families have come from areas outside of Boston where they were in trouble with enforcement agencies, so we have a greater concentration of potential juvenile delinquents. They have no place to turn to for recreation and there is quite a bit of vandalism going on throughout the project which runs them thousands of dollars yearly.

I kind of feel that is poor planning. There is just a little more than giving people three rooms to live in. There should be a complete program looked into.

The CHAIRMAN. Are your receiving centers, places where these children are first detained, adequate here in Boston?

Mr. WILK. Are you referring to the settlement houses, or training centers?

The CHAIRMAN. Receiving centers, detention centers.

Mr. HANNOCH. While they are waiting to be tried.

The CHAIRMAN. When the child is first apprehended by the authorities and kept until he has a trial.

Senator HENNINGS. I take it that question would imply, too, adequate not only as to physical plant, but staffing, personnel, and all of the other things.

The CHAIRMAN. That is what the Chair intended by the question.

Mr. WILK. They are planning and expanding it, because the facilities at the present time are a little crowded. They have made steps in that particular line already and they are striving for more financial backing to procure higher trained personnel.

But they are doing a good job with the staff that they have and the facilities that they have and I get wonderful cooperation from them.

The CHAIRMAN. The Chair was prompted to ask that question

because we made physical inspection in Washington and we found conditions shocking.

Mr. WILK. I would not say they are shocking—they can stand some improvement and the people are aware of it and are taking steps to make these improvements.

The CHAIRMAN. I am glad to hear that. I appeared yesterday before the Joint Committee on Public Works of the District of Columbia, and recommended that they get their plan up to date as quickly as possible.

Mr. HANNOCH. Mr. Wilk, from your comments I seem to get the thought that your end objective is to get a child to join an agency?

Mr. WILK. Not necessarily so.

Mr. HANNOCH. The child can get along all right, he does not have to belong to an agency, if he does not want to, does he?

Mr. WILK. We run programs in a home, if necessary. If a child does not want to belong to an agency, we run a program of crafts right in the child's own home. We speak to the mother, bring the materials in and work in the kitchen or basement, wherever there are facilities.

Mr. HANNOCH. Is your main objective to get them to join an agency?

Mr. WILK. Our main objective is to get children to get in contact with guided recreational programs.

Now, it does not necessarily have to be an agency, but as long as we can have them work, it may be outdoor programs, or try to get them in an agency eventually.

Mr. HANNOCH. Do you find any trouble getting these kids jobs? How do they get spending money?

Mr. WILK. Jobs are not too difficult to get. As a matter of fact, even newsboys nowadays get paid by the hour instead of going out and selling papers and making the profit, instead of making a half cent on a paper. They get paid by the hour.

There are always jobs available either in small plants or groceries where children can pick up spending money.

Mr. HANNOCH. You are working with the exceptional children, the real problem children that are called to your attention. Now, do those kids have spending money? They get jobs?

Mr. WILK. Some of the older ones do. I will admit that with this ready money there is greater mobility, that teen-agers do travel from one section of the city to the other.

Mr. HANNOCH. Do you have the problem of children who play hooky because they are older than the rest of the children in the class that they are working in and, therefore, they don't want to go to school; they just hang around the streets?

Mr. WILK. Offhand, I can think of one case and he was a court referral, a boy of 16, and he was behind for his age, compared to the other children in the group, but he was a mechanical genius and he was not interested in the academic course that would be given in the Boston school system.

We allowed him to come in and use the facilities of one of the houses in the evening. He was working on a dollhouse with an electric wiring system and was testing different type metals to determine which had the lowest point so that when the flame reached it it would turn on the sprinkler system.

Through the court we have got him into a trade where he is developing those lines.

Mr. HANNOCH. He got into court because he would not go to school?

Mr. WILK. He got into court because along with his imaginative ideas and mechanical ability he developed zip guns and he had blue-prints that were almost as good as any pistol you could find.

Mr. HANNOCH. Is your labor law, or school law, such that he had to stay in school until he was a particular age?

Mr. WILK. They do, but he was overage at the time. They do have laws in Massachusetts for that.

Mr. HANNOCH. There is no way of eliminating that for particular cases?

Mr. WILK. I think there are some exceptions that a boy may get out at 14, but I would not want to swear to that.

The CHAIRMAN. Senator Hennings, do you have any further questions?

Senator HENNINGS. Mr. Wilk, you have lived with a lot of these problems, boy and man, over a good many years. What do you think are the primary factors that seem to be causing young people to get into trouble?

Mr. WILK. I think that lack of parental control is very important.

Senator HENNINGS. You mean implicit in that, you mean parental failure in that sense?

Mr. WILK. True. To cite an example, in the South End it is a low-income area. The father does not bring in too much and the mother in many cases has to go out and help supplement the income.

When the child is 11 or 12 years old he is left on his own. He knows how to dress himself; he has a key to the house; he knows how to make a sandwich, and he knows how to keep out of traffic.

He learns to defend himself and defend his brothers and sisters. By the time he is 15 or 16, he has had those years of more or less independence and he creates a problem.

His parents cannot handle him too well at that age.

Senator HENNINGS. Sometimes is it not true that the parents are not equipped to handle a child or any children, either in terms of their own inadequacy, their own lack of understanding, conditions beyond their own control?

Mr. WILK. Many of our court referrals come from homes where there is either a broken home or the parents cannot handle the children and they are not adequate to handle the children.

The CHAIRMAN. You do not find many of those cases in homes where there is genuine love and affection, do you?

Mr. WILK. We don't, no.

The CHAIRMAN. Thank you very much, Mr. Wilk. You have been very helpful.

Mr. BEASER. Mr. Morris Taylor.

The CHAIRMAN. Mr. Taylor, we welcome you here and thank you for your presence. I want to especially thank you on behalf of the subcommittee for your patience here. I know you stepped aside in order for the district attorney to take his place on the stand. It was very nice of you to do that.

Mr. Taylor, will you state your full name, address, your occupation, and the name of any organizations you are representing, for the purpose of the record.

**STATEMENT OF MORRIS R. TAYLOR, EXECUTIVE DIRECTOR, THE
ROBERT GOULD SHAW HOUSE, INC., ROXBURY, MASS.**

Mr. TAYLOR. My name is Morris R. Taylor. I live at 45 Crawford Street in Roxbury, Mass.

I am the headworker, our executive director of the Robert Gould Shaw House, a settlement house in Roxbury.

The CHAIRMAN. Have you a prepared statement, Mr. Taylor?

Mr. TAYLOR. Yes, I have.

The CHAIRMAN. You wish to file that statement. You have permission to do that, or proceed in any way you choose.

Mr. TAYLOR. I would like to read the prepared statement, but I would like to first say that I am confining myself to the district in which our house operates.

The CHAIRMAN. Before you go forward, would your district be more or less typical of the other districts in Boston?

Mr. TAYLOR. That would be rather hard to say. I think each district is almost individual in itself.

The Robert Gould Shaw House is a settlement house established in 1907 to work among the people of its neighborhood regardless of race, color, or religion.

At the present time, it comprises three buildings; one a former 4-story dwelling acquired in 1907; one a 3-story-and-basement building with gymnasium, built in 1932, and one a 4-tenement building acquired in 1937 and converted to use for classes and club rooms in 1940.

It is a member of the National Federation of Settlements and Neighborhood Houses, the Settlement Council of the United Community Services of Greater Boston, and receives the greater part of its support from the United Community Services, and the lesser part from income from investments—endowment fund—and philanthropic funds, fees, and memberships.

The work of the Shaw House is divided into age-interest groupings as follows:

A nursery school—day-care center—for children 3 to 5 years of age, from 8:30 a. m., to 3:30 p. m., 5 days a week, staffed by a director, 2 trained assistants and a social worker, with a limited enrollment of 35 children. Students from the nursery training school of Boston and Wheelock College receive practice teaching experience under direction of the staff. The tiny tots group covers boys and girls from 5 through 8 years of age.

From 9 through 12 years there are separate boys' and girls' groups with a small amount of coeducational activity.

From 13 through 16 the boys' groups are mostly athletic while the girls' groups are athletic, interest, and cultural.

Coed activities increase during this period and the 17- and 18-year-old group prefer coed activities.

Young adult activities make up the rest of the program, with special clubs and activities for those over 65.

The staff includes trained workers in music and dramatics, boys' work and girls' work, tiny tots, and a full-time neighborhood worker whose job it is to work with people referred to her by staff workers or neighbors and to help them meet family problems, either through her

efforts or referral to special agencies equipped to cope with the situation.

I should like to emphasize the cultural aspect of our program. We have a 55-voice mixed chorus of young adults and adults; a dramatic group composed of young adults; 2 junior choruses; one for boys and one for girls, and dramatic groups which cut across the work from the tiny tots through the teen-agers.

Discussion groups and tutoring service leadership is provided by Phillips Brooks House of Harvard University. College students from Wellesley, Tufts, and Boston University serve as volunteer leaders for many clubs and classes and in return receive valuable in-service training and practical experience.

The area served, known locally as Lower Roxbury, I say that to differentiate from the district Miss Neilan spoke of this morning—

Mr. BEASER. But your area is close to it?

Mr. TAYLOR. It adjoins it, yes.

The area served, known locally as Lower Roxbury, is a rather homogenous one, predominantly Negro. The 1950 census by census tracts gives the following breakdown of its composition:

Census tract R-I has 7,252 nonwhite out of a total of 7,905;

R-II, only a part of which is in our district, shows 2,280 nonwhite out of 4,583; and

R-III shows 2,280 nonwhite out of 3,968.

The median annual income for the same area is as follows: R-I, \$1,508; R-II, \$2,090; and R-III, \$806.

The number of boys and girls under 20 years of age is as follows: R-I—1,101 boys, 1,605 girls; R-II—485 boys, 518 girls; R-III—439 boys, 447 girls.

Widowed or divorced: R-I—male 262, female 752; R-II male 185, female 343; R-III—male 140, female 374.

These latter figures, however, do not show the number of broken homes there are, or legal separations of people not divorced.

The statistics also show that the majority of women employed are employed as household workers.

I feel it is necessary to have this and other background material if a study of youth and their habits is to be made. Massachusetts has an excellent fair employment practice law and a commission that is above reproach in the administration of the statute, but we still find young people in our neighborhood who continue their education even to a doctorate, who feel that better opportunities await them elsewhere.

If they choose the field of teaching they see no future for themselves in Boston when they realize, to my certain knowledge, there has never been a Negro principal in the city of Boston. There is one submaster who has been eligible for some time. There are about 20 regular teachers in the system and there is a high concentration of that number in the Roxbury area with the remainder scattered throughout the system.

The ambitious in the fields of medicine, nursing, engineering, secretarial, and especially salesmanship, until recently, found the door closed to them in many avenues and upgrading out of the question.

The CHAIRMAN. Would you repeat again the Negro population in this district?

Mr. TAYLOR. I only wrote down the boy and girl populations.

Senator HENNINGS. What is the approximate Negro population in Boston, Mr. Taylor?

Mr. TAYLOR. I should say offhand around 40,000. It is a very small percentage of the total population. Would you want me to read the figures of the boy and girl populations?

The CHAIRMAN. Yes, please.

Mr. TAYLOR. Census tract R-1, it does give the total population. Census tract R-1 has 7,252 nonwhite out of a total of 7,905.

R-11, only a part of which is in our district, shows 2,280 nonwhite out of 4,583. And R-111 shows 2,280 nonwhite out of 3,968.

Would you be interested in the other figures that I gave regarding the number of boys and girls?

The CHAIRMAN. You have already stated that figure?

Mr. TAYLOR. Yes.

There are about 20 teachers in the system and there is a high concentration of that number in the Roxbury area with the remainder scattered throughout the system, speaking of Negro teachers.

The ambitious in the fields of medicine, nursing, engineering, secretarial, and especially salesmanship until recently found the door closed to them in many avenues and upgrading out of the question. This has stifled the incentive of our youth and caused them to feel frustrated.

Today's youth, 20 and under, have seen nothing but abnormal times, depression at birth, and war later. Many boys and girls feel they have nothing "to look forward to."

The boys know they must go into the Army, and with most of the young men gone, the girls cannot look forward to proper courtship or early marriage.

I certainly do not agree with this outlook, but factually it exists. Gold stars on our honor roll are constant reminders to them of the fate of their brothers, cousins, and friends.

Cultural tensions in Boston may not be as prevalent as they are in other parts of the Nation, but they do exist for some of the reasons stated in this report. It is unfortunate that some police officers feel that whenever an incident happens in a neighborhood largely Negro, Negroes are picked up indiscriminately and immediately whether they were in the vicinity or not. Daily newspapers increase tensions by constantly making referrals to the racial identity of those involved in unpleasant or criminal incidents.

Mr. BEASER. Do you know whether the practice of indiscriminately picking up kids that you referred to here goes on in other areas of the city whenever there is an incident?

Mr. TAYLOR. It goes on to a degree in other areas, but I do not think in as great a degree.

Mr. BEASER. It is a question of relative degree. For example, is it going on in Dorchester or South End, do you know?

Mr. TAYLOR. It has gone up in the upper Roxbury area. But there, again, it is largely Negro. I do not think it goes on in the South End as much as it does in our area.

Mr. BEASER. But there is some of that?

Mr. TAYLOR. Yes.

In my annual report to the council, board of directors, of the Robert Gould Shaw House for 1953, on January 19, 1954, I said the following:

During 1953, the focus was on teen-agers and their behavior. Certain sections of the city were given very unfavorable publicity. The newspapers pounced upon every act committed, or thought to have been committed by young people, spreading the news in large headlines, before first ascertaining the basic facts.

It is true that certain individuals or groups have been largely responsible for much of this publicity, and should have correction and treatment, but it is also true that over 90 percent of the young people have not been in any difficulty and resent the implication that all teen-agers are "going to the devil."

In our area we had one such male gang and its female counterpart, but when broken down as to place of residence, only 3 of the 12 in the group lived in our neighborhood.

Other clubs did become involved with this "unsocial" group, but on investigation we found the cause always rested with the original gang. I am not in a position to say what the causes are of this behavior, but I do have some ideas as to what I think are some of the contributing factors—broken homes, both parents employed, poor housing, low-rent housing projects, and lack of adequate recreation services.

Of these contributing factors many have been recognized for years as causes for delinquent acts, but lately a new one has forged to the front—low-rent housing projects. Among the people interested in social welfare, I fought for better housing through low-rent housing projects, but today we recognize that housing is more than shelter, brick, stone, mortar, and utilities. The large concentration of families in small areas with little or no organized recreational leadership of facilities is certainly contributing its share toward today's difficulties. The shortsightedness of local and State governments in failing to meet these needs, must be brought to their attention. Our Roxbury Coordinating Council is set up to pinpoint such needs and to sponsor other neighborhood projects.

Fortunately, our neighborhood has not reached the heights in delinquency that others in Boston have attained, but this does not mean that we are without problems.

A group known previously as the One Ear Ring Gang was our chief offender. These boys and their female counterparts caused most of the trouble in our area. Other groups became involved with them when they—the One Ear Ring Gang—would attempt to crash parties and dances with their girl friends. The alertness of the Cambridge police where an altercation was in progress brought an end to this reign of terror and the subsequent incarceration of the leaders has had a salutary effect on those remaining free.

MR. BEASER. Was that the One Ear Ring Gang?

MR. TAYLOR. They called themselves the One Ear Ring Gang. They wore an earring in their left ear.

MR. BEASER. They were girls?

MR. TAYLOR. They were boys.

MR. BEASER. Did the girls wear two earrings?

MR. TAYLOR. I don't know. I don't recall.

MR. BEASER. Was it a large gang?

MR. TAYLOR. There were only about 12 of them, but they were the group that gave us our greatest difficulty, 3 of whom lived in our area. Three lived as far away from Boston as Avon and Brockton and the balance were from Upper Roxbury.

Of course, there is always that exchange.

THE CHAIRMAN. How old were these boys?

MR. TAYLOR. They ran from 16 to 20.

MR. BEASER. What were they doing, congregating in the streets?

MR. TAYLOR. Congregating in the streets, going to any place that they heard there was going to be a party where they were not invited and attempted to break into it. We had one case, I don't recall exactly when it was, but one officer, Boston police officer, was injured by being pushed off some steps by this group, when an officer was called

by the club giving the party because this group was attempting to crash the party, and this officer was hurt rather severely because of this altercation between this group who was not invited to the party and the group who wanted to have a nice, respectable party.

MR. BEASER. Was it a tight sort of leadership by the teen-aged leader?

MR. TAYLOR. Yes, very tight.

MR. BEASER. Were others admitted, or not admitted?

MR. TAYLOR. No. They were a rather close-knit group. No others were admitted in that particular group.

MR. BEASER. The male leader ran the female counterpart?

MR. TAYLOR. Yes. They swore undying love to each other; that type of thing.

Incidentally, as I mention later in here, one of the ringleaders is now out of jail and now the young lady who swore undying love to him is going with another young man and they seem to be getting along. The whole group seems to be getting along very nicely; in fact the whole group now, other than one person who is still in because he was taken at the time he was released from the Cambridge jail to finish out a sentence in Brockton or Brightwater, but since that time they have changed their name to the Emeralds and Emeraldettes and are quite law-abiding now.

I think the time they spent in has done quite a bit to soften them up to try to be good citizens.

MR. BEASER. Was there a method to their activity other than just general assaults and things like that? Were they robbing to get money?

MR. TAYLOR. Yes, they were doing that. A number of them had been picked up on occasion for assault and battery with intent to rob, stealing, or breaking and entering.

MR. BEASER. They were robbing because they needed money?

MR. TAYLOR. They wanted money to go to various affairs, and such things as that, that form a large part of the commercial recreation in the area.

MR. BEASER. What kind of background did they have?

MR. TAYLOR. Some were from very good backgrounds. One boy in particular was from a very good background. Some of the others, their background was rather poor, broken homes, generally.

Where there was not broken homes, we had a situation both mother and father for years and years had had to work in order to bring in enough money to support a rather large family.

It meant that they were door-stoop children, which I would say we had long before it became of national prominence when the war came along, because before 1939 practically every family in our neighborhood both the man and woman had to be working in order to bring in enough money, but it left the children to themselves largely, and as Mr. Wilks said, they learned to be rather self-sufficient.

MR. BEASER. Thank you. Will you proceed?

MR. TAYLOR. The name of the group has been changed to the Emeralds and Emeraldettes and they are in daily attendance at the activities of the Shaw House.

Another contributing factor to the low incidence of delinquency in our district must be attributed to the continuity of our staff working with these youngsters. Our boys' worker has been with us for 20

years, and our girls' worker for over 12, and this, coupled with their skills, has had a favorable effect on those served. The workers have known many members since childhood and have their respect.

I would like to add there that we have an assistant boys' worker who was raised in the neighborhood, a young man 24 years of age that has been a member of the various clubs, football teams, basketball teams in the neighborhood and knows all of these boys firsthand, and girls firsthand.

It is through his efforts also that we have had a very good effect on the children in the neighborhood.

The conduct in low-rent housing projects is giving us our greatest trouble at the present time. Just a few days ago, two girls were found in a basement storage room where they had stayed overnight with some boys. Rooftops of the buildings in summer and elevators stopped midway in their shafts in winter, make excellent places for rendezvous. This is all possible because of the lack of a watchman or supervisor for 24 hours a day.

Mr. BEASER. How old are the girls involved in that?

Mr. TAYLOR. These two particular girls I mentioned were 14 and 15 years of age.

Lack of recreation space and recreational leadership in these large islands of buildings teeming with people with all kinds of habits, certainly contribute to delinquency. One manager related how he had attempted to get a group together if a parent would supervise the basement room, but not a parent was willing to assume this responsibility. Paid leadership is needed and although the public and private agencies see the need, budgets will not permit additional workers to meet increased needs.

I do not believe that dope is a top cause in our district—although we have a few cases—but liquor is surely a major influence. There are a few unscrupulous dealers who will sell to teen-agers, but adults—winos—for a dime will buy whatever the teen-agers want.

Knives play a large part in the equipment of the teen-ager in our neighborhood as against garrison belts in others.

Pawnshops and variety stores sell them to children indiscriminately.

Just last week our assistant boy's worker met a 12-year-old girl who was returning home at 10 o'clock at night to get her "switch blade" before going over to her grandmother's.

The CHAIRMAN. Her what?

Mr. TAYLOR. Switch blade. That is what they speak of a knife that has a spring on it that springs open.

According to the statistics of the Children's Bureau of the Federal Security Agency released in 1953, there will be 50 percent more children in 1960 than in 1950, between 10 and 17 years of age. And if percentages remain the same, a million and a half children will be in trouble with the law in 1960.

These figures are alarming and it behooves us as a nation to try to find the answer.

This congressional investigation is certainly a step in the right direction.

The CHAIRMAN. Thank you, Mr. Taylor.

Senator Hennings, do you have any questions?

Senator HENNINGS. No; except to thank Mr. Taylor for his being with us today.

Mr. BEASER. Commander Buckley.

The CHAIRMAN. I understand you are going to give testimony here which might involve specific cases; is that so?

Mr. BUCKLEY. It is possible.

The CHAIRMAN. I think you had better be sworn.

Do you solemnly swear that the testimony you will give before this subcommittee of the Committee on the Judiciary of the United States Senate, will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. BUCKLEY. I do.

TESTIMONY OF COMDR. WALTER J. BUCKLEY, USN, NAVAL MEMBER, THE ARMED FORCES DISCIPLINARY CONTROL BOARD, FIRST NAVAL DISTRICT, BOSTON, MASS.

Senator HENNINGS. None of the other witnesses have been sworn, but it has been our practice where any testimony relates to certain specific cases, or conditions, or individuals, so that the record may be strengthened, to swear such witnesses. That is the reason for your having been sworn although some of the witnesses who have dealt with conclusions and opinions on this subject, were not.

The CHAIRMAN. The Senator from Missouri is telling you that we are not discriminating against you.

Senator HENNINGS. Or the United States Navy.

The CHAIRMAN. Commander Buckley, will you state your name, your rank, your organization, and your residence?

Commander BUCKLEY. Walter J. Buckley, commander, United States Navy, director of discipline and district shore patrol officer, 1st Naval District, Boston.

Mr. BEASER. Do you have a prepared statement, Commander?

Commander BUCKLEY. No, sir.

The CHAIRMAN. Counsel, will you proceed?

Mr. BEASER. Commander, in your present position, what are your duties?

Commander BUCKLEY. I have the administrative control of 5 shore patrol units in the 5 New England States, comprising the 1st Naval District, and the one-third interest in the Armed Services Police Detachment, Boston, which is made up of Army, Navy, Air Force, and Coast Guard.

Mr. BEASER. Specifically, in relation to the city of Boston, what are your duties?

Commander BUCKLEY. To maintain order among military personnel. I am a naval member of the Armed Forces Disciplinary Control Board and we meet monthly to discuss conditions that effect the morals and welfare of the men on liberty in the city of Boston.

Mr. BEASER. Have you been doing this type of work for the Navy for any length of time?

Commander BUCKLEY. I have been on this detail in the 1st Naval District about 1 year.

Mr. BEASER. Have you served elsewhere in the same capacity?

Commander BUCKLEY. I was shore patrol officer in every port in the Mediterranean, Panama, Puerto Rico, and Northern Islands.

Mr. BEASER. How many years, off and on?

Commander BUCKLEY. For a period of 10 years, I would say, approximately 2 were spent as policeman in the Navy.

Mr. BEASER. Specifically, Commander, in relation to your duties in the city of Boston, what is it that you do insofar as the places that serve liquor are concerned in Boston?

Commander BUCKLEY. I would like to point out, Mr. Beaser, that my jurisdiction and that of my detachment can only be exercised over military personnel. Even though we see a violation involving civilians in any establishment or violation of civilian law where military personnel are not involved, we cannot take any direct action. We can call it to the attention of the officials if it is drastic enough.

Any comments I make as to what I have seen regarding civilians are merely observations of myself, the duty officers of the armed services police detachment and the patrolmen.

I will make the supposition to explain my point, that if we saw an apparent minor drinking intoxicating beverages, we have no authority to question them as to their age or what is in the glass.

Mr. BEASER. But as an experienced officer what have you seen in the city of Boston in the course of your observations or what has been reported to you by the officers?

Commander BUCKLEY. I receive a detail report from the duty officer of the armed services police detachment which I believe the Senators have summarized into a monthly report. These reports list the establishments that are periodically inspected by my outfit, the time of inspection, and the items that we are interested in as it affects the health, morals, and welfare of the servicemen in these establishments.

We make a count of the number of patrons, the number of servicemen in the establishment, the number of apparent teen-agers, the number of unescorted women, apparent pickups, number of minor servicemen who we check to see if they are minors if we think they are.

The conditions of the sanitary facilities, the heads, latrines, bars, and taverns, that they sterilize, their work and so on.

Mr. BEASER. Are these reports based on reports submitted to you by your officers, or in addition do you also go out?

Commander BUCKLEY. I also go out myself on the average of 3 or 4 times a month here in Boston.

Mr. BEASER. What conditions have you observed with respect to teen-age drinking?

Commander BUCKLEY. I have seen apparent teen-agers sitting in an establishment in the city of Boston with glasses containing beverages and I might say that some of them had a pretty good head on them.

Mr. BEASER. In other words, you did not taste them, but they had a head on them.

Commander BUCKLEY. I had no authority to even question them.

Mr. BEASER. Now, have you the reports that have been submitted to you by your officers?

Commander BUCKLEY. Yes, sir.

Mr. BEASER. These officers are of what rank, sir?

Commander BUCKLEY. Usually lieutenant, junior grades, or lieutenants in the Navy, a captain in the Army, or second lieutenant in the Air Force, who is a permanently assigned officer to this detachment.

Mr. BEASER. In other words, they are not what the average person sees as the shore patrol, the uniformed man; these are the supervisors of those men?

Commander BUCKLEY. That is correct. He is known as the town patrol officer.

Mr. BEASER. What do these reports show, and for how long a period?

Commander BUCKLEY. I have reports here for the months of September, October, November, and December, indicating the number of times we have visited various establishments in the city of Boston, and the total by months of the number of patrons, the number of service personnel in the establishment, the number of apparent teen-agers, the number of unescorted women, and a few other facts.

Mr. BEASER. Mr. Chairman, I would like to offer the commander's reports for the months of September, October, November and December, 1953.

The CHAIRMAN. Without objection, they will be received and made a part of the record at this point in the commander's testimony. Let that be exhibit No. 6.

(The material referred to was marked "Boston Exhibit No. 6," and reads as follows:)

	Name of establishment											
	Silver Dollar	Golden Anchor	Imperial Bar	Spot-light	Novelty	Louies	Melody	Tivoli	Hill-billy	Alibi	Village Barn	Knicker-bocker
Number of spot checks for September 1953.....	19	14	15	16	22	25	20	19	21	26	15	11
Number of patrons in establishment.....	308	284	567	851	265	5,247	2,129	8,804	2,379	2,309	1,273	560
Number of service personnel.....	128	65	150	311	966	482	110	122	823	611	400	108
Number of teen-age girls.....	1	0	0	0	0	0	1	13	2	8	10	0
Number of unescorted women.....	23	11	52	108	268	92	134	86	685	281	160	93
Number of apparent homosexuals.....	362	0	0	0	0	0	0	0	0	0	0	0
Number of minor servicemen.....	1	0	0	0	0	0	0	0	0	1	1	0

Symbols: G—good, B—bad, VB—very bad, I—indifferent, Y—yes, N—no.

Remarks:

Certified true extract:

B. MALNES, Lt (JG), USN,
Inspecting Officer.
 V. H. YORK, Capt, MPC, USA,
Executive Officer, ASPD.

	Name of establishment											
	Playland	Silver Dollar	Midtown	Louies	Allibi	Tivoli	Golden Anchor	Eltropico Golden Nugget	Royal	Hillbilly	Knickerbocker	Celebrity
Number of spot checks month of October 1953.....	11	14	5	24	30	12	5	10	12	15	5	9
Number of patrons in establishment.....	716	926	243	1,806	2,538	494	95	1,318	548	2,020	291	353
Number of service personnel.....	19	155	0	691	793	97	30	683	141	916	100	42
Number of teen-age girls.....	0	0	15	25	216	6	8	13	0	57	1	2
Number of unescorted women.....	7	44	68	119	381	57	3	114	37	292	28	38
Number of apparent homosexuals.....	222	365	65	13	1	7	0	0	0	0	0	0
Number of minor servicemen.....	8	0	0	4	0	0	0	0	0	0	0	0

Symbols : G—good, B—bad, VB—very bad, I—indifferent, Y—yes, N—no.

L. L. SLINE, Lt. (jg) USN.
 F. T. SULLIVAN, Lt. (jg), Officer,
Inspecting Officer.
 D. S. ESTLER, Lt.

V. H. YORK, Capt.,
 MPC, USA, *Executive Officer, ASBB.*

Remarks:
 Certified to be a true extract:

	Name of establishment															
	Play-land	Silver Dollar	Melody	Lotics	Murrays	Edwards	Tivoli	Golden Nugget	Im-perial	Royal	Nov-eltz	Mid-town	Hill-billy	Alibi	Spot-light	Punch-bowl
Number of spot checks month of November 1953.....	16	16	16	18	5	8	17	6	14	16	15	12	10	23	14	6
Number of patrons in establishment.....	834	1,240	9,749	55	95	3,787	41	1,207	2,538	11	1,082	576	1,611	1,794	891	618
Number of service personnel.....	33	176	85	362	4	151	171	504	13	303	135	0	774	377	409	0
Number of teen-age girls.....	0	0	10	11	0	17	52	44	1	1	13	6	82	112	24	0
Number of unescorted women.....	20	34	130	88	6	52	106	104	19	75	148	129	316	379	125	7
Number of apparent homosexuals.....	440	516	9	3	0	1	23	3	0	0	6	310	0	1	0	250
Number of minor service-men.....	0	0	0	1	0	0	3	0	0	2	0	0	3	2	1	0

Symbols: G—good, B—bad, VB—very bad, I—indifferent, Y—yes, N—no.

Remarks:

Certified true extract.

S. R. WILSON,
Lt. (jg), *Inspecting Officer.*
D. S. BASTLER, Lt.,
V. H. YORK,
Capt., MPC, USA, *Executive Officer, ASDD.*

Mr. BEASER. Commander, if you will take your report for the month of September 1953, that was compiled in what way, sir? Take a place like the first one you have called the Silver Dollar.

Commander BUCKLEY. There were 19 inspections made of the Silver Dollar by the town patrol officer in the month of September.

Mr. BEASER. Do you mean they went in 19 separate times?

Commander BUCKLEY. Yes, to make an inspection. They also make other calls, trouble calls there, but this is when they actually went in to observe the conditions listed on the left hand side of the sheet.

They saw a total of 1,308 patrons in that establishment on 19 visits, of whom 128 were service personnel, 1 an apparent teen-age girl, 23 unescorted women, and 1 minor serviceman.

Mr. BEASER. Now, in which of these localities would you say the most teen-age girls were seen by your men during the course of this period?

Commander BUCKLEY. In the general location of the vicinity of Washington and Essex Streets. Extending down Essex Street and toward the south end of Washington Street.

Mr. BEASER. That is more or less a business location.

Commander BUCKLEY. It has got to be quite a hangout for a number of—well, we have a name for them in the service, cafes or saloons or nightclubs.

Mr. BEASER. It is not residential?

Commander BUCKLEY. No, sir; it is a business or nightclub district.

The CHAIRMAN. Are they low-class saloons or cafes?

Commander BUCKLEY. Between middle and low, sir, in my estimation.

Senator HENNINGS. You say you have a name for them in the service?

Commander BUCKLEY. Yes, sir, gin mills.

Mr. BEASER. Now, the type of teen-age girls you saw drinking in the places, apparent teen-ager, was from as far as you can judge what type of background? Would it be a girl such as your daughter might be, or my daughter?

Commander BUCKLEY. Well, it might be; yes, sir. I don't think they are local girls.

Mr. BEASER. What I am trying to get is this: The location that you described is not one of the better locations in the town. Is it the girls from around there that are congregating or do they seem to be coming from other localities?

Commander BUCKLEY. I don't believe I can answer that question, sir. I can't check them.

Mr. BEASER. Now, take the month of December 1953. In a place like the Alibi it shows that your men saw 115 teen-age girls.

In a place called the Tivoli, they saw 92.

In a place called Hill Billy, they saw 139.

Were those unescorted girls, or would they be teen-age girls, or would they be both?

Commander BUCKLEY. I could not state from this report whether they were escorted at the time, or not. My own observation is that they travel in groups of 3 or 4 or they are with an older person, but I cannot break this report down to say they were unescorted or not.

Mr. BEASER. You would count them whether they were escorted, or not?

Commander BUCKLEY. That is right.

Mr. BEASER. Now, you have been collecting this information for how long, sir?

Commander BUCKLEY. The Armed Services Police Detachment in Boston was activated June 3, 1953. Prior to that we had a short patrol that collected similar information, but I do not have those records with me.

Mr. BEASER. Now, when you find a community condition such as this, what do you do with the information you gather?

Commander BUCKLEY. This information here?

Mr. BEASER. Well, information showing a community condition which you think should be called to the attention of the officials, city officials.

Commander BUCKLEY. The official action taken by the services is through the Armed Forces Disciplinary Council Board, of which I am a naval member.

I think conditions that come up as a result of these reports during the month, we meet monthly, are discussed before the board, detrimental conditions to the man's health and morals, and the establishment is placed out of bounds and off limits to all military personnel.

Mr. BEASER. Now, do the civilian authorities in the cities attend these meetings?

Commander BUCKLEY. Yes, sir.

Mr. BEASER. Specifically, do the police attend?

Commander BUCKLEY. Yes.

Mr. BEASER. The Alcohol Beverage Control Board?

Commander BUCKLEY. Yes, sir; the license commission, Public Health Service, also.

Mr. BEASER. Have these conditions such as you have collected statistics on here, been called to the attention of the license board during the course of those meetings?

Commander BUCKLEY. Every notice of an establishment placed out of bounds or off limits is sent to the police and the license commissioner in the city of Boston.

Mr. BEASER. These observations which you have made in connection with apparent teen-age drinking have been conveyed through a meeting of this board to the licensing board?

Commander BUCKLEY. Yes, sir.

The CHAIRMAN. These reports have not gone to the licensing board, have they?

Commander BUCKLEY. No, sir. The minutes of the Armed Forces Control Board meetings are sent to them, but not the action of the Board in executive session.

The results of the Board's action are sent.

Mr. BEASER. In going around and observing this, have you come up against any difficulties in the Massachusetts laws such as would prevent the enforcement of nondrinking by teen-agers? Have you been told of any.

Commander BUCKLEY. I don't quite understand your question, Mr. Beaser.

Mr. BEASER. As I understand the law in Massachusetts, a minor under 21 is not to be served any liquor. Are there any bugs, any difficulties, in the way of enforcing that alcoholic control law? You

seem to have great hesitancy in saying whether that was a glass of beer on the girl's table, or not.

Commander BUCKLEY. I know the law requires that the alcoholic beverage or the drink in front of the person be taken and sealed at the time of its seizure and taken for chemical analysis and the chemical analysis be reproduced in court before the case is sustained. That is the law in Massachusetts.

Mr. BEASER. Is that difficult to do?

Commander BUCKLEY. It seems like an awfully hard way, sir, to determine it is a glass of beer.

Senator HENNINGS. Commander, I do not know that that is necessarily a matter of substantive law, is it? That is the matter of preservation of evidence, is it not?

Commander BUCKLEY. I know of one case involving a serviceman, sir, where the evidence was brought into court, the alcoholic beverage, and because it did not have a chemical analysis, the case was thrown out. It was not seized at the time and sealed.

Senator HENNINGS. It was a question of evidence, the probative force of evidence, and that requirement whether it be statutory or the result of the court's decision is simply a matter of establishing the chain of evidence, is it not?

Commander BUCKLEY. Yes, sir.

Senator HENNINGS. When a drink is taken you know what has happened to it and that is sealed until such time as the results of the analysis may be offered in court. Are you suggesting that might be an impediment, or is an impediment in obtaining conviction?

I am not arguing, but I am seeking enlightenment.

Commander BUCKLEY. No, sir; not as far as it affects my jurisdiction and responsibility, it is not an impediment to us.

Mr. BEASER. In respect to teen-age drinking that you have observed, is there, in your opinion, based on what you have seen in Boston, any one place that you can say is worse than the others in that respect?

For example, you named the Spotlight, the Novelty, Louies, Melody, Tivoli, Knickerbocker. Now, what one would you say is the one place where you have seen teen-agers hanging out and drinking more than any other?

Commander BUCKLEY. The Tivoli Cafe.

Mr. BEASER. Where is that?

Commander BUCKLEY. On Washington Street between Beech and Broadway.

Mr. BEASER. I have no further questions, Mr. Chairman.

The CHAIRMAN. Commander, of these teen-agers that you have seen in these bars or gin mills, as you put it, were there any signs of intoxication of these children?

Commander BUCKLEY. I have never seen any apparent signs, sir, for the reason that I give them a passing glance and try to keep any involvement of myself or my men from civilian jurisdiction. I have never seen one that was apparently, that would come to my attention if she were sitting in the booth.

The CHAIRMAN. What would you say the average age of these girls would be in most cases?

Commander BUCKLEY. It would only be a guess, sir.

The CHAIRMAN. Let us have the guess.

Commander BUCKLEY. Sixteen to eighteen.

Senator HENNINGS. There are a number of other categories of interest which you have prepared, Commander, and given to the committee and photostatic copies of which we all have here.

Now, where you speak of the number of unescorted women, for example, you do not necessarily mean prostitutes, do you?

Commander BUCKLEY. No, sir. From my observations and reports I received, prostitution in Boston is practically nil.

Senator HENNINGS. That is commercial prostitution; organized prostitution?

Commander BUCKLEY. Yes, sir. These are probably very respectable girls that go in by groups to have a drink when they come out of the office. It is not derogatory.

Senator HENNINGS. Now, you speak of the number of teen-age girls and these figures are predicated, as you have indicated, upon estimates, just by their appearance.

Commander BUCKLEY. Yes.

Senator HENNINGS. How many of these places are off limits?

Commander BUCKLEY. None on this. I would have to go over the list and try to remember, sir. We have them off and on.

Senator HENNINGS. I would not impose upon you to do that.

Are there many of them that have been off limits that have later rehabilitated themselves and gotten back on?

Commander BUCKLEY. Yes, sir. It has a very salutary effect in placing them off limits and usually in 60 days they are back in again.

Senator HENNINGS. When were you in Puerto Rico?

Commander BUCKLEY. In 1947.

Senator HENNINGS. I was stationed there in 1941, and in 1942.

Commander BUCKLEY. I was down around Ponce.

Senator HENNINGS. They had quite a section down there near—what did they call it? It was a Skid Row.

Commander BUCKLEY. That around Ponce was Playa.

Senator HENNINGS. I am speaking of San Juan.

Commander BUCKLEY. I am more familiar with the other end of the Island.

Senator HENNINGS. You did not know of conditions in San Juan?

Commander BUCKLEY. No, sir.

Senator HENNINGS. You indicate here, as Mr. Hannoeh has suggested, that there are apparent homosexuals, and in 1 establishment, apparently 362.

Commander BUCKLEY. Yes, sir; that place is now out of bounds, sir.

Senator HENNINGS. I take it that that is a well known, or, at least, was a well known rendezvous for this character of people.

Commander BUCKLEY. Yes, sir.

Senator HENNINGS. Thank you.

Mr. HANNOCH. After you call these places to the attention of the license bureau or the police, have they ever been shut down?

Commander BUCKLEY. Yes, sir.

Mr. HANNOCH. Are licenses ever taken away?

Commander BUCKLEY. I know of two instances; yes, sir.

Mr. HANNOCH. That has happened?

Commander BUCKLEY. Yes.

Mr. HANNOCH. How long were licenses taken away for?

Commander BUCKLEY. One was closed for 3 months and reopened under new management.

The other one about 2 months, and changed management and reopened.

The CHAIRMAN. Commander, you have noted here on these records the number of teen-age girls. Have you ever seen any teen-age boys in these places?

Commander BUCKLEY. Yes, sir. Not to the extent that we see the girls, though.

Mr. BEASER. I have no further questions.

The CHAIRMAN. Thank you very much, Commander. We appreciate your appearance today.

Mr. BEASER. Mr. Charles Leonard.

The CHAIRMAN. Mr. Leonard, I understand that you are going to testify here today on specific cases and perhaps mention some names?

Mr. LEONARD. Yes, sir.

The CHAIRMAN. Then I think we had better have you sworn, too.

Do you swear that the evidence you are about to give before this subcommittee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. LEONARD. I do.

The CHAIRMAN. Now, will you state your name?

**TESTIMONY OF CHARLES W. LEONARD, CHESHIRE, CONN.,
MEMBER OF SUBCOMMITTEE STAFF**

Mr. LEONARD. My name is Charles W. Leonard. I live at 12 Tanglewood Circle, Cheshire, Conn.

Mr. BEASER. Mr. Leonard, will you please give a little bit of your background?

Mr. LEONARD. I am a social worker by training. I was superintendent of the Illinois State Training School for Boys near Chicago for 5 years.

Prior to that I was the director of the Child Guidance Clinic in Chicago, part of the Catholic Youth Organization, for 4 years.

Prior to that I was with the Department of Justice as probation and parole officer for 3 years.

Prior to that I worked with adolescent boys who were transients and parolees from the State reformatory in Illinois for 3 years.

Prior to that I worked with the Chicago Relief Administration on Madison Street, which is the Skid Row of Chicago.

Mr. BEASER. You are presently with the Senate subcommittee?

Mr. LEONARD. I am presently with the Senate subcommittee.

The CHAIRMAN. This subcommittee?

Mr. LEONARD. Yes, sir.

Mr. BEASER. Mr. Leonard, you were requested to make certain observations in the city of Boston with respect to teen-age drinking.

Mr. LEONARD. Yes, sir.

Mr. BEASER. Will you describe the investigation which you made, and the results?

Mr. LEONARD. As a result of that request, starting January 4, 1954, I began to visit these various places in downtown Boston that are drinking places where they have dancing, food, and entertainment. I visited approximately 35 of these places, some of them 2 or 3 times, some of them more times.

I spent various amounts of time in there and for at least two and a half weeks I was unknown to anyone and did not ask any questions until approximately about a week ago.

In some of these places I observed teen-agers drinking, dancing. I was not sure what some of them had to drink. However, in other cases it was quite obvious because there was a bottle of beer and a glass of beer standing on the table in front of me.

I noticed, too, there was a tendency for these teen-agers to be more obvious in some places than in others. In fact, it became known as I moved around the city that one place especially was a well-known hangout for teen-agers. This place that I refer to is known as the Tivoli Bar.

As a result of these observations and the information I gathered, I decided that I would spend more time at the Tivoli, and that I did.

After observing the situation there for a number of nights, it was quite obvious that this was definitely a hangout for teen-agers. In fact, some of the boys and girls appeared to be younger there than I saw in the other places that were closer downtown.

The CHAIRMAN. What age would that be?

Mr. LEONARD. Well, I would say 16, 17, probably 18, but it is hard to pin it down to a year, but they appeared to be 16, 17, 18.

The CHAIRMAN. You are quite certain they were all under 21?

Mr. LEONARD. Yes, sir; I was, these I referred to.

Now, there were people in there that were over 21. The entire group wasn't a teen-age group, but the majority of the group at the Tivoli was always a teen-age group.

Senator HENNINGS. Mr. Leonard, at that point, where do you imagine, if you know, where do these youngsters get the money to spend in places like this, if they go there with regularity and stay a considerable length of time and consume drinks. Would you hazard a surmise as to that?

Mr. LEONARD. Yes, sir. I think the answer to that might be that most of these teen-agers are girls and, therefore, they are not spending their own money. Some of the people there they were drinking with are older people; some of them are servicemen; some of them are civilians.

I don't recall seeing too many girls that were buying their own drinks.

Senator HENNINGS. Did you notice any repeaters, that is those who seemed to be there night after night?

Mr. LEONARD. Yes, sir; I did. Not too many, but there were a few. We began to know each other from passing. That is, a casual—

Senator HENNINGS. Now, did these girls go at the table, sit at the bar, or table, and buy nothing and wait until somebody came along to buy them a drink?

Mr. LEONARD. The practice, as I observed it, primarily, is that the girls would go in and order a drink and then as the music played a young man would come and ask them to dance. He may join them at the table, or he may not.

In fact, I had observed in some of the places that were run on a little higher level that there were some girls that more or less stayed by themselves all evening. Maybe they would dance with a young man. He would buy them a drink, stay there for a while, and then they would sort of split up, but in the other places I am going to refer to it seemed

that once they met they sort of stayed together for the rest of the evening, which would indicate to me that the purpose of their going there was to meet someone, to buy them drinks, and get a date.

Mr. BEASER. You have talked about the Tivoli. Will you describe the general premises?

Mr. LEONARD. Yes. The Tivoli is comparable with the situation that was new to me; namely, that they have a two-story affair. On the first floor is what we might think of as a typical tavern with a bar, booths, or tables.

Then you can go up to the second floor where there would be a bar, not a bar you sit at, but a bar that serves tables and booths. There would be a dance floor with either an orchestra or jukebox; most of the places you could go to the second floor from the inside, or you could go in from the outside, so you had two accesses to it.

In the Tivoli there was an outside entrance to the second floor as well as an inside on the front and there was also a stairway to the back where you could go up to the second floor from the first floor.

Mr. BEASER. How about lighting?

Mr. LEONARD. There was adequate lighting. It was not too much and it was not too little.

Mr. BEASER. Proceed, please.

Mr. LEONARD. This one night at the Tivoli I noticed quite a few of the young people who were sort of weaving as they walked, which was obvious to me that they must have been drinking; as I would be close to them they appeared glassy-eyed.

Quite a few of them were necking in booths. That situation seemed to change as the evening went on. At 11 or 11:30, of course they were much more chummy than at 8:30 or 10.

In this one evening as I was going up the stairs a rather young girl was coming down the stairs; obviously, at least to me, she was intoxicated, seemed to be very giddy and as she passed me, said, "Gee, Honey, you are cute. How about buying me a drink?"

She then went on in the barroom and I went on to the second floor.

On Friday night on January 15, 1954, I entered the Tivoli Bar at 820 Washington Street again to observe the conditions just described.

Senator HENNINGS. You did not deny that soft impeachment about being cute.

Mr. LEONARD. On \$9 a day, Senator, I had to say "No."

I went to the second floor of the Tivoli on this particular night, estimated there were probably 60 or 75 young people on the second floor sitting at tables, boys and girls, or young men and young women, some were dancing to the jukebox.

I observed that many of them were drinking beer. Others had highballs or coke. I don't know if they were highballs, but they were glasses that appeared to be highballs or cokes.

But there were quite a few that obviously had a glass of beer or a bottle of beer in front of them.

Most of the girls on this night appeared to be teen-agers and a couple of them seemed younger than I had seen before.

On the first floor I observed there were approximately 50 people drinking. The situation was always a little different. There were more adults on the first floor than the second. The younger group seemed to migrate to the second floor, undoubtedly because of the dancing.

In two booths at the rear of the first floor, I noticed 8 young people, and 1 of the girls was the youngest I had seen so far.

As I left the Tivoli, the armed services patrolmen were standing in front of the Tivoli and I checked with them and asked them what they had just seen, to more or less verify my observation. When I asked them their opinion of the group both of the patrolmen stated, "They look like teen-agers to us, and a lot of them look like kids."

I asked them if they had noticed young people drinking beer and they said, "We see it nearly every night in this place."

I then wanted to check the ages of some of these young people. So I went to district 4 of the Boston Police Department, asked to talk to the officer in charge, who happened to be Captain Kelley, and I explained the situation to him; told him who I was and the purpose of our committee, and asked him if he would cooperate with us to go back to the Tivoli and with his police authority see if we could determine the ages of some of these young people.

He was very gracious and with 3 or 4 plainclothes men we went back to the Tivoli. It is important, though, that as we were talking, when he was making the arrangement for us to go back, he indicated that this place had more or less been a source of trouble to them, and he seemed happy that we were taking an interest.

In fact, when we were talking about this law that the police officials and the policemen and many other people say is very difficult to enforce, he made this comment, "I hope you can do something about that law because it will make our job a lot easier." He was indicating that he, as the father of a family, had very keen feelings about these young people being there, but found it extremely difficult to do much about it.

Senator HENNINGS. Now, Mr. Leonard, I gather from the Silver Dollar, Golden Anchor, Imperial Bar, Louies, Melody, Tivoli, Hill Billy, Alibi, and some others, these are the less expensive resorts, are they?

Mr. LEONARD. Yes.

Senator HENNINGS. They are moderately priced places? Are there cover charges at these places?

Mr. LEONARD. No.

Senator HENNINGS. What are the more expensive places of similar patronage?

Mr. LEONARD. There was one place we went to that is a well-known place where young people go because they have quite a bit of jazz music, but they go in couples and probably go as a result of planned dates. They had a minimum charge of \$2.50 per person, but they also had a man at the door checking your identification.

Senator HENNINGS. What I was getting at, Mr. Leonard, I probably did not approach it in such fashion as to make it clear—I am wondering if in inspecting places of this sort which are moderately priced, we have overlooked the fact that possibly in some of the best places in the city there are violations of such as sales to minors and other things of that character. Have you looked into any of those establishments?

Mr. LEONARD. I did not go to the more expensive ones.

Senator HENNINGS. By that I mean bars, night clubs, restaurants and so on.

Mr. LEONARD. No, I did not go to the expensive ones.

Senator HENNINGS. I think that we must, I hope the chairman will agree, and counsel, I think——

The CHAIRMAN. I anticipate what the Senator is going to say and the Chair does agree.

Senator HENNINGS. Thank you, Mr. Chairman.

I think we must be very careful. You see, we are not of Boston. Some of these places have been named by name and I think the subcommittee has to be particularly careful, and I am sure you are aware of it, Mr. Leonard, not to make it appear that we are holding up to censure or criticism particular establishments which may happen to be places where people of limited means go and forgetting that there may be other places that are more expensive, but by that same token, not necessarily better conducted.

I do not know whether that is true, or not, but I do think we must be very careful about that for fear that, after all, these people are in legitimate business.

It is true they may not be regulating their own business as well as they could, or should.

On the other hand, they may have a side to it. I do not know anything about any of these places, but I wonder if we have pinpointed or centered upon such places to the exclusion of others.

Mr. LEONARD. Could I answer that in this way :——

Senator HENNINGS. I wish you would.

Mr. LEONARD. While I did not go to the expensive places myself, I did think of that. I talked to the police officials and others about it, and I was assured that there was a certain area where teen-agers congregated.

Another thing I was told was that, for instance, a place that had a rather expensive floor show, the man that operates a place like that has a terrific investment and he is going to be very careful about whom he serves and I was told they were careful and they did check.

But I am sure probably minors have been served on occasions, but it is not a continuous problem. That is what I was told.

The CHAIRMAN. This you were told by the police?

Mr. LEONARD. By police officials, men in the community that are in a position to know, that I talked to as a result of my investigation, during the course of my investigation.

Senator HENNINGS. But these other people have an investment, too, that may be proportionately as important to them. Is that not true, Mr. Leonard? The fact that it is an expensive, luxurious place, with a floor show, may, of course, mean more capital investment.

Mr. LEONARD. My feeling as a result of seeing this was that some of these places deliberately catered to teen-agers, whereas the other man may have a teen-ager come in accidentally.

For instance, I have learned there were some places that didn't care to have servicemen come in. Not that they did not want to make money, but they tried to run their place the way they wanted to run it.

Then there are places that obviously cater to servicemen.

Mr. HANNOCH. You were talking about the police going back to this Tivoli.

Mr. LEONARD. Yes. In talking with the captain about the situation in general, as we went back to the Tivoli, he explained the law is such that it does not give administrative ease, let us say, in the enforcement, but it gives the opposite of administrative ease and makes it difficult to carry out.

For instance, any place in Boston that has a license for serving food and liquor, a juvenile or minor has a right to go into that place. No one could say that they should not be in there regardless of whether there is liquor on the table, or what is going on.

As long as that establishment is serving food and has that type of license a juvenile or minor has a right in there. They can drink cokes or soft drinks and as the captain said, how do you know who slips a shot in their coke or whatever it is there.

He then went on and explained that you must see the drink served to the minor. Then you must see the minor take the glass of alcoholic beverage and drink some of it. Then you must take some of that beverage on the spot, seal it, and have it analyzed and later use it for evidence.

He just indicated that is a hardship. I think that is what he meant when he said:

I hope something can be done about it as a result of this being brought to the attention of those who might consider it.

Captain Kelley and several of his detectives and myself entered the Tivoli. The detectives went to the second floor. The captain and I went in on the first floor. We questioned those who appeared to be juveniles. We asked them for their identification. Within a few minutes after we entered one of the men who I left on the street reported to me later that 10 young people scurried out the front door shortly after we went in and 2 of these young people were girls.

As we proceeded to check these identifications, the captain and I on the first floor went directly to the booth where I had observed these rather young people and the waitress was just serving them 3 drinks of beer. In asking for their identification—there were 8 people in the booth, by the way—in asking for their identification 3 of them admitted they were minors, the girl who appeared very young said she was 17; 1 boy said he was 19, and the other didn't say.

When we identified ourselves and the captain asked questions, the waitress immediately said that she knew all these people and it was all right. When the girl said she was 17, the waitress immediately said to the captain:

This girl has not had a beer all night. She had a coke a while ago.

As I said, there were 8 people there, there were 8 glasses of beer, but only 5 of them should be drinking beer according to the law.

During our check of the identifications, further, the total number of people in the Tivoli, as I said, 3 of them admitted to be minors; 10 had no identification, but stated they were over 21; 1 had a birth certificate, but could not answer pertinent questions that we asked from the birth certificate.

The following day we checked all the names and addresses that were given to us and found that they all were phonies.

We compared our check then with the monthly check that you have just seen, as was given by Commander Buckley, and if you were to compare our check and observations with the monthly check, it seems to come out within a pretty good ratio, that this is a rather consistent thing.

During our questioning of the teen-agers at the Tivoli, it was noticeable that the proprietor objected very strenuously on the basis that he knew all these people and he knew they were of age and he knew it was all right to be serving them liquor.

We later checked on the proprietor's record, who operates this known teen-age hangout. We found that he has been arrested 46 times, 5 assaults, 1 on a police officer. Ten of these involved his license, or the selling of liquor illegally. One involved a situation with a minor in a pool hall.

We then checked the violations listed by the police department against the Tivoli and the number of times that the police department had referred violations to the licensing board.

We found 13 times that the Tivoli has been reported to the licensing board. And also that in the majority of cases the disposition was that this was placed on file. We have this here.

Mr. BEASER. I would like to offer that, Mr. Chairman.

The CHAIRMAN. Without objection, the evidence may be received and made a part of the record.

(The information referred to was marked "Boston Exhibits Nos. 7a and b," and read as follows:)

EXHIBIT No. 7a

Complaints against the Tivoli Cafe, Inc., Boston, as taken from the files in the superintendent's office

Date	Offense	Remarks
Jan. 22, 1944	Police-women of the crime prevention bureau obstructed while making inspection of licensed premise.	On Feb. 25, 1944, this case was placed on file by the licensing board, with a warning that board expects fullest cooperation to be rendered to the police at all times when they are on licensed premises.
Apr. 23, 1947	Sale of intoxicating liquor to minors (crime prevention bureau).	Summons issued for Anne Biladeau, waitress. Central municipal court. On Apr. 30, 1947, filed \$25, appealed. Copy of report sent to licensing board on May 14, 1947. No record in file of action taken by board.
June 9, 1947	Officers of division 4, observed 2 men taking a case of ale from Tivoli Cafe and placing it in a taxicab.	Copy of report sent to licensing board on June 10, 1947. No record in file of action taken by board.
Apr. 30, 1947	Sale of intoxicating liquor to minors (crime prevention bureau).	Copy of report sent to licensing board on Dec. 11, 1947. No record in file of action taken by board.
Dec. 3, 1948		Tivoli Cafe declared "out of bounds" for service-men until further order, by Armed Forces Disciplinary Board. Minors frequenting, hang-outs for unescorted women, homosexuals, etc.
Oct. 14, 1950	Sale of intoxicating liquor to minors (division 4).	Copy of report sent to licensing board on Oct. 17, 1950. No record of action taken by board.
Nov. 14, 1950		Tivoli Cafe placed off limits by Armed Forces Disciplinary Control Board, for indefinite period, for antagonistic attitude of manager toward shore patrol.
Oct. 30, 1951	Sale of intoxicating liquor to minors (division 4).	Judge Adlow, central municipal court dismissed cases against minors without finding.
	Lillian Naymle, licensee, was prosecuted in central municipal court on Oct. 29, 1951, for employing a minor to handle and sell alcoholic beverages while employed as a waitress.	This case was continued until Nov. 6, 1951. Copy of report sent to licensing board on Oct. 31, 1951. No record in file of action taken by board.
Dec. 25, 1951	Arrest of minor in Division 11, who stated he was drinking wine in the Tivoli Cafe.	Report of Division 11, investigated by Division 4, and boy upon questioning did not remember stating to arresting officer that he obtained liquor at Tivoli Cafe. Matter filed without further action.
Sept. 25, 1952	Sale of intoxicating liquor to minor (Division 4).	Lillian Naymie found not guilty in central municipal court. Placed on file by licensing board on Oct. 15, 1952.
Jan. 22, 1953	Sale of intoxicating liquor to minor (Division 4).	Copy of report sent to licensing board on Jan. 29, 1953. No record in file of action taken by board.
Jan. 22, 1953	Delivering alcoholic beverage (beer) to minor (Division 4).	Copy of report sent to licensing board on Mar. 5, 1953. Placed on file by board on Apr. 23, 1953.

EXHIBIT No. 7b

JANUARY 28, 1954.

Memo to: Harold V. Langlois, chief investigator.

From: Joseph F. Longo.

Subject: Record of Thomas J. Naymie, who also has alias of Thomas Leasher.

Father's name, Joseph. Mother's name, Mary. Born October 31, 1898.

Subject is presently 55 years old.

The following record will be listed as date of offense, the offense, place where it happened, and disposition of case:

Date	Offense	Place	Disposition
May 11, 1920	No certificate of registration	South Boston	Probation.
May 11, 1920	No license	South Boston	Probation.
July 19, 1920	Violation of the auto law	Somerville	Fined \$10.
July 20, 1920	Violation of the auto law	Roxbury	Fined \$15.
Aug. 24, 1920	Violation of provisional certificate	South Boston	\$10.
Aug. 24, 1920	Violation of probational license	South Boston	Filed.
Nov. 15, 1920	Violation of the auto law	Suffolk	Filed.
June 22, 1921	Violation of the auto law	Chelsea	Fined \$10.
Sept. 14, 1921	Speeding	South Boston	Fined \$10.
Sept. 20, 1921	Violation of the auto law	Suffolk	\$5 and expenses.
Sept. 30, 1921	Speeding	Central court	\$15.
Sept. 30, 1921	Operating to endanger	Central court	Dismissed.
Nov. 17, 1921	Speeding and no license	Dorchester	\$10 on one count and \$100 on second count.
Nov. 22, 1921	Violation of auto law	Suffolk County	Nol-prossed.
Feb. 24, 1922	Speeding and no license	Suffolk	Fined \$50.
July 11, 1922	Assault and battery on police officer	Central police station	6 months, appealed.
Sept. 18, 1922	Assault and battery	Central court	Dismissed.
Sept. 18, 1922	Drunk	Central court	\$10.
Sept. 20, 1922	Assault and battery on police officer	Suffolk	\$50 fine.
Oct. 4, 1922	Assault and battery	Central court	Dismissed.
Oct. 4, 1922	Drunk	Central court	\$10.
April 20, 1923	Operating without a license	Central court	Filed.
May 13, 1924	Admitting minor to pool room	Central court	Dismissed.
July 30, 1924	Spitting on the sidewalk	Central court	Filed.
Aug. 15, 1924	Refusing to stop	Quincy	\$25 Fine.
Aug. 15, 1924	Operating to endanger	Quincy	Discharged.
Sept. 25, 1924	Refusing to stop	Norfolk	\$25 fine.
Oct. 14, 1925	Refusing to stop	Dorchester	\$25.
Oct. 14, 1925	Speeding	Dorchester	\$10.
Feb. 23, 1926	Sale of liquor	Central court	Discharged.
Mar. 9, 1926	Refusing to stop	Central court	\$25 and expenses.
Mar. 9, 1926	Speeding	Suffolk	\$10 fine and expenses.
Apr. 5, 1926	Keeping and exposing liquor for sale	Central court	\$100 fine and 1 month, appealed.
May 7, 1926	Keeping and exposing liquor for sale	Suffolk	\$150 fine.
Sept. 2, 1929	Keeping and exposing liquor for sale	Central court	\$100 fine and 2 months.
Jan. 10, 1930	Operating to endanger	Roxbury	Disposition marked "N.G."
Nov. 28, 1930	Keeping and exposing liquor for sale	Central court	Discharged.
May 7, 1931	Keeping and exposing liquor for sale	Central court	Discharged.
July 2, 1931	Keeping and exposing liquor for sale	Central court	Discharged.
Feb. 25, 1932	Speeding	West Roxbury	\$5 and expenses.
Feb. 25, 1932	Number plate not illuminated	West Roxbury	Charge filed.
Feb. 25, 1932	Passing red light	West Roxbury	Filed.
Aug. 22, 1932	Destroying property	West Roxbury	Paid cost of property.
June 20, 1935	Assault and battery	Central division	\$10.
Nov. 6, 1935	Assault and battery	Central division	\$5 and expenses.
Sept. 28, 1939	Failure to keep to the right		Fined \$5.

It is noteworthy that this subject has on occasion been involved in contributing to the delinquency of a minor via admitting him to a poolroom. It is also noteworthy that while this record consists of many cases of keeping and exposing liquor for sale, these occasions were during the years when prohibition was in effect and therefore, it is reasonable to assume that most of the violations which occurred during that period where this subject refused to stop, and in many instances for speeding, it would be well to take into consideration the circumstances under which he must have been traveling. It has been my experience that when, during prohibition, people were carrying quantities of alcoholic beverages in the car, when asked to stop for any possible violation, they would refuse to stop and keep going. The fine would be much less and the seriousness of the situation could be alleviated by the time one was apprehended.

While I have been asked by certain persons not to quote the information, the source is very reliable and they state that during the twenties and early part of the thirties, prior to the repeal of the Volstead Act, this subject was engaged in the activity of a bootlegger and was known as such up until 1933. He applied for his first liquor license in 1941 and there is no disposition, but apparently it was denied as the license was later issued in the name of his wife, **Lillian Naymie**.

Mr. HANNOCH. What was it you said was placed on file?

Mr. LEONARD. The records show that whatever was presented to the liquor board, the disposition shows "Placed on file."

Senator HENNINGS. That means pigeonholed, so to speak?

Mr. LEONARD. I would assume that that is probably what it means.

Mr. HANNOCH. At any rate, there are no records showing that the license was revoked?

Mr. LEONARD. No.

We then checked with the police department in order to determine the number of violations reported by them to the liquor board on 16 other places where we had observed teen-agers, to one degree or another. These 16 places we have listed here with their violations; some of the violations run as high as 14 or 15 and again you find the majority of dispositions are the word "Filed."

I have this evidence.

Mr. BEASER. I would like to offer that, Mr. Chairman.

The CHAIRMAN. The document will be received and made a part of the record. Let that be exhibit No. 8.

(The information referred to was marked "Boston Exhibit No. 8," and reads as follows:)

Complaints against cafes and restaurants

SPOTLIGHT, 45 ESSEX ST. OPERATOR, GEORGE MERICANTANTE. LICENSE NO. 522

Date	Violation	Complainant	Disposition
Feb. 3, 1943	Drunken minor.....	Police department.....	Filed.
Feb. 12, 1943	Employing a minor.....	Anonymous.....	Not substantiated.
Aug. 3, 1943	2 cases of sale to a minor.....	Police department.....	Filed.
Jan. 15, 1945	Sale to a minor.....	do.....	Do.
Sept. 6, 1945	2 cases of sale to minor.....	do.....	Do.
Jan. 11, 1946	Drunk on premises.....	do.....	3-day suspension.
May 11, 1949	Substituting malt beverage.....	Armed services.....	Suspended 2 days.
Aug. 22, 1950	Fight on premises.....	Police department.....	Filed.
Oct. 13, 1950	Sale to minor.....	Armed services.....	1-day suspension.
Oct. 31, 1952	do.....	Police department.....	Filed.

NOVELTY BAR & GRILL, 680 WASHINGTON ST. MANAGER, WILLIAM R. CANALETTI. LICENSE NO. 90

Nov. 1, 1952	Sale to minor.....	Police department.....	Filed.
Nov. 1, 1952	do.....	do.....	Do.

CELEBRITY LOUNGE (FORMERLY SOUTHERN GARDENS), 148 NORTHAMPTON ST.

July 11, 1947	Carrying unlicensed gun.....	Police department.....	Filed.
Feb. 17, 1948	2 cases serving a minor.....	Armed services.....	Do.
Sept. 2, 1948	Possession of number slips by patron.....	Police department.....	No complaint.
May 16, 1949	Assault with weapon.....	do.....	Filed.
July 20, 1950	24 violations (special investigation).....	do.....	License changed hands.
July 23, 1950	Additional sale to minor.....	Police.....	Indefinite suspension ⁽¹⁾
Oct. 5, 1950	⁽¹⁾	⁽¹⁾	⁽¹⁾
June 8, 1950	Sale to minor.....	Police department.....	3-day suspension; suspended sentence.
June 20, 1951	do.....	do.....	Probation for rest of year.
Sept. 21, 1953	Served to minor.....	Armed services.....	Filed.
Apr. 9, 1953	⁽²⁾	⁽²⁾	⁽²⁾
July 14, 1953	⁽²⁾	⁽²⁾	⁽²⁾

GOLDEN ANCHOR,³ 31 CHELSEA ST., CHARLESTOWN. OWNER, EUGENE CORRIER, R. F. D. NO. 1, NEW MARKET, N. H.

June 8, 1950	Sale to minor.....	Police.....	Suspended sentence.
June 20, 1951	do.....	do.....	Suspended license, 3 days.
Sept. 21, 1953	do.....	do.....	1-day suspension.

¹ Oct. 5, 1950—Changeover from Southern Gardens to Celebrity Lounge, license restored.

² Apr. 9 and July 14, 1953—Out of bounds, armed services.

³ Prior record, Joe's Grill.

IMPERIAL GRILLE & HOTEL, 30 CAMBRIDGE ST. MANAGER, HENRY LEVINE, 2161 WASHINGTON ST.

Date	Violation	Complainant	Disposition
Mar. 23, 1948	Sale to minor.....	Police.....	Filed.
Mar. 1, 1953	do.....	do.....	Do.

MADRI GRAS, 863 WASHINGTON ST. MANAGER, JOSEPH AMARU

May 16, 1950	Lewd show.....	License board.....	Entertainment license suspended.
Oct. 13, 1950	Sale to minor.....	Armed services.....	No disposition.
Nov. 12, 1951	Sale to minor, 2 cases.....	Police.....	Suspended, 2 days.
Sept. 8, 1952	Sale to minor.....	do.....	Do.

SHOWTIME, 72 WARRENTON ST. CORPORATION, JOE RUBIN, PRESIDENT; AMERICO DESIMONE, VICE PRESIDENT; PHOEBE RUBIN, DIRECTING MANAGER

June 29, 1944	Homicide.....	Police.....	No disposition.
Aug. 10, 1944	Lewd show.....	do.....	Indefinite suspension of entertainment.
Sept. 28, 1944	(4).....	(4).....	(4).
Oct. 13, 1945	3 cases, sale to minor.....	Police.....	Filed.
Feb. 23, 1946	Sale to minor.....	do.....	Do.
Apr. 17, 1953	Sale to minor, 2 cases.....	Armed services.....	Do.

PLAYLAND, 21 ESSEX ST. MANAGER, ROCCO STAFFIER. LICENSE NO. 135

Dec. 15, 1947	3 persons, gaming on premises.....	Police.....	Filed.
Apr. 2, 1948	Sale to minor.....	do.....	Do.
May 4, 1949	No food in kitchen, substituting malt beverages, sale to minor.	Armed services.....	License modified.
June 27, 1949	Employing minor (18 years).....	Police.....	On file.
Aug. 23, 1950	Sale to minor.....	do.....	Do.
Sept. 29, 1950	do.....	do.....	Do.

GOLDEN NUGGET (ORT'S BAR & GRILLE), ESSEX ST.

Feb. 6, 1947	Complaint of larceny, patron.....	Police.....	Dismissed.
Apr. 23, 1948	Complaint of Ort's abusing policewomen.	Ort's.....	Apologized.
Sept. 5, 1949	Use of bar on Sunday.....	Police.....	Warned.
Jan. 3, 1952	Sale to minor (19 years).....	do.....	Filed.
Nov. 6, 1953	Sale to minor.....	do.....	Do.

EDWARD'S CAFE, 11 LAGRANGE ST.

July 27, 1943	Sale to minor (16).....	Police.....	Filed.
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MELODY LOUNGE, 903 WASHINGTON ST.

Nov. 17, 1949	Employing minor.....	Police.....	3-day suspension.
Apr. 23, 1953	Sale to minor (20).....	do.....	Filed.
Sept. 4, 1953	Sale to minor, 2 cases (19).....	do.....	No disposition.

LOUIS'S LOUNGE, 1670 WASHINGTON ST. OWNER, LOUIS FORTWALLIS

Oct. 6, 1953	Sale to minor.....	Police.....	\$100 fine. No license report.
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FRENCH VILLAGE, 76 WARRENTON ST. RIO CASINO

July 1, 1952	Lewd show.....	Licensing board.....	No report.
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⁴ Suspension lifted.

Mr. LEONARD. We then checked with the Licensing Board of Massachusetts, or the liquor control board, and requested a list of violations for the last year, 1953, involving minors drinking in taverns here in Boston.

Mr. BEASER. You mean which were reported to them?

Mr. LEONARD. Yes, which were reported to them by the police, and a summary of this information is as follows:

There were 54 known sales to minors reported by the police to the liquor control board. Of the 54, 1 license was revoked; 1 was suspended for 7 days; 1 for 6 days. One was suspended for 3 days; 10 were suspended for 2 days. Six were suspended for 1 day; 34 placed on file.

Mr. BEASER. No question, Mr. Chairman.

The CHAIRMAN. That document will be received and made a part of the record. Let it be exhibit No. 9.

(The information referred to was marked "Boston Exhibit No. 9," and reads as follows:)

Violations, sales of alcoholic beverages to minors

Name	Address	Decisions	Date of decision
Diamond Cafe, Inc., Vito B. Santackas, manager c. v. all, 6 days.	305 West Broadway.....	C. V. suspended for 2 days, Jan. 27 and 28, 1953.	Jan. 22, 1953
Celebrity Lounge, Inc., A. Brandon Delaney, manager, c. v. all, 7 days.	148 Northampton St.....	Placed on file.....	Jan. 27, 1953
Bencks Bros., Inc., Albert F. Ott, manager, package store all.	167 M St.....	Suspended 1 day, Feb. 3, 1953.	Do.
Hampden Beer & Wine Co., John F. Donovan, manager, package store, wine and malt.	124a Hampden St.....	Placed on file.....	Feb. 3, 1953
Stuart Cafe, Inc., Gerald Riccio, manager, c. v. all, 7 days.	230 Stuart St.....	.....do.....	Feb. 12, 1953
Humboldt Liquors, Inc., Carl Curensky, manager, package store all.	200 Humboldt Ave.....	.....do.....	Feb. 17, 1953
Central Cafe of Allston, Inc., Fanis Janis, manager, c. v., wine and malt, 7 days.	131 Harvard Ave.....	.....do.....	Feb. 20, 1953
Vincent's Delicatessen, Inc., George Witt, manager, c. v., wine and malt, 7 days.	1338 Blue Hill Ave.....	Wine and malt suspended for 2 days, March 2 and 3.	Feb. 24, 1953
O'Brien's Grille, Inc., Charles J. O'Brien, manager, c. v. all, 6 days.	9 Stoughton St.....	Placed on file.....	Mar. 3, 1953
Neon Cafeteria, Inc., Martin J. Kelly, manager, c. v. all, 7 days.	4191 Washington St.....	.....do.....	Mar. 10, 1953
Rosindale Tavern, Inc., Agnes M. Kelley, manager, tavern all.	4272 Washington St.....	.....do.....	Do.
Papa, Charles c. v., wine and malt, 7 days.	139 Leverett St.....	Wine and malt suspended for 2 days, Apr. 6 and 7, 1953.	Mar. 26, 1953
Salvi, John J. and Victor J., package store, wine and malt.	7 Rossmore Rd.....	Wine and malt suspended for 2 days, Apr. 27 and 28, 1953.	Apr. 15, 1953
Pat Lynch, Inc., George McManus, manager, c. v. all, 7 days.	278b Tremont St.....	Placed on file.....	Apr. 23, 1953
Rex Bar & Grill, Inc., Nathaniel M. Clark, manager, c. v. all, 7 days.	903 Washington St.....	.....do.....	Do.
Tivoli Cafe, Inc., Lillian Naymie, manager, c. v. all, 7 days.	858 Washington St.....	.....do.....	Do.
Bullock's Restaurant, Inc., Ada Bullock Caracasis, manager, c. v. all, 7 days.	239 Tremont St.....	.....do.....	Apr. 28, 1953
Knickerbocker Cafe, Inc., of Boston, Harry Omansky, manager, c. v. all, 7 days.	115 Stuart St.....	Alcoholic beverages suspended for 2 days, May 6 and 7, 1953.	Do.
Brandt Restaurant, Inc., Faris Shamma, manager, c. v. all, 7 days.	315 Roxbury St.....	Placed on file.....	Apr. 30, 1953

Violations, sales of alcoholic beverages to minors—Continued

Name	Address	Decisions	Date of decision
James Liquors, Inc., Jos. L. Sullivan, manager, package store all.	137b Bowdoin St.	Suspended 1 day, May 4, 1953.	Apr. 30, 1953
Gozzo, Giovanna, c. v., wine and malt, 7 days.	10 Bartlett Pl.	Wines and malt license suspended for 2 days, May 20 and 21, 1953.	May 12, 1953
John H. O'Neill Co., Inc., Louis F. Nanis, manager, package store all.	1643 Tremont St.	Suspended for 1 day, May 20, 1953.	May 14, 1953
Minot Stores, Inc., James Tyrrell, manager, package store all.	373 Neponset Ave.	do.	Do.
Magri, Joseph F., package store, wine and malt.	35 West Milton St.	Suspended for 7 days, May 22 to 28, 1953.	Do.
Supreme Malt Products Co., Inc., Arthur Sacks, manager, package store all.	32 Scollay St.	Suspended for 2 days, June 1 and 2, 1953.	May 22, 1953
Neponset Restaurant, Inc., George Contos, manager, c. v., wine and malt, 6 days.	489 Neponset Ave.	Wines and malt; suspended for 6 days, June 8 to 13, 1953.	May 26, 1953
Winsor Cafeteria Co., Inc., Theohares Chehames, manager, tavern all, c. v.	253 Huntington Ave.	Suspended for 2 days, June 10 and 11, 1953.	June 2, 1953
Gondola Restaurant Co. of Boston, Francis X. Roy, manager, c. v. all, 7 days.	699 Washington St.	Placed on file.	June 11, 1953
Park Liquor Co., Inc., Henry Uretsky, manager, package store all.	630 Tremont St.	do.	June 30, 1953
Victory Liquors, Inc., Louis H. Berlin, manager, package store all.	105 Brighton Ave.	do.	Do.
Summer St. Rail, Inc., Edgar L. Deprey, manager, c. v. all, 7 days.	130 Summer St.	do.	July 7, 1953
Brighton Wine Co., Inc., Florence Nofargiacomo, manager, package store all.	382 Cambridge St.	Suspended 1 day, July 20, 1953.	July 14, 1953
Hurricane, Inc., The, Richard A. Payne, manager, c. v. all, 7 days.	16 Hayward Pl.	Placed on file.	July 28, 1953
Plaza Co., The, James A. Georgantas, manager, c. v. all, 7 days.	179 Tremont St.	do.	Aug. 4, 1953
Vincent's Delicatessen, Inc., George Witt, manager, c. v., wine and malt, 7 days.	1338 Blue Hill Ave.	Revoked.	Aug. 11, 1953
Dugout Cafe, Inc., The, Joseph A. Curley, manager, c. v. all, 7 days.	722 Commonwealth Ave. .	Placed on file.	Aug. 18, 1953
Gentile, John F., c. v., wine and malt, 7 days.	18 Leverett St.	Suspended 2 days, Sept. 8 and 9, 1953.	Sept. 1, 1953
Royal, Inc., Nicholas Marrone, manager, c. v. all, 7 days.	27 Cambridge St.	Placed on file.	Oct. 20, 1953
Green Cafe, Inc., Louis Fortnall, manager, c. v. all, 7 days.	1788a Washington St.	do.	Do.
Imbescheid's, Inc., Ella Waters, manager, package store all.	3077 Washington St.	do.	Do.
Hurricane, Inc., The, Richard A. Payne, manager, c. v. all, 7 days.	16 Hayward Pl.	do.	Nov. 10, 1953
Yosovitz, Sidney, and Karpas, Harold C., c. v., wine and malt, 7 days.	374a Blue Hill Ave.	do.	Do.
Windsor Cafe, Inc., Norman Randall, manager, c. v. all, 7 days.	608 Tremont St.	do.	Nov. 30, 1953
Fields Corner Grille, Inc., John Pakiologou, manager, c. v. all, 7 days.	1449 Dorchester Ave.	Alcoholic beverages suspended 2 days, Dec. 14 and 15, 1953.	Dec. 1, 1953
Joyce & Keane, Inc., Patrick J. Garvey, manager, tavern all.	112 Savin Hill Ave.	Placed on file.	Do.
Hackett, D. F. & Co., Inc., by Baruch Assubel, package store all.	1450 Dorchester Ave.	do.	Dec. 2, 1953
Stoler, Israel, as Spencer's Lunch, c. v., wine and malt, 6 days.	1496 Columbus Ave.	do.	Dec. 10, 1953
O'Brien's Grille, Inc., Chas. J. O'Brien, manager, c. v. all, 6 days.	9 Stoughton St.	Alcoholic beverages suspended 1 day, Dec. 16, 1953.	Do.
Kentucky Tavern, Inc., The, George Houthoulis, manager, tavern all, c. v.	102 Massachusetts Ave. .	Placed on file.	Do.

Violations, sales of alcoholic beverages to minors—Continued

Name	Address	Decisions	Date of decision
French Village, Inc., Nathan Tatelman, manager, c. v. all, 7 days.	301 Tremont St.....	Placed on file.....	Dec. 16, 1953
Ort's Bar & Grill, Inc., by Max B. Pearlstein, c. v. all, 7 days.	25 Essex St.....	do.....	Do.
Ware's Cafe, Inc., Robert J. Ware, manager, c. v. all, 7 days.	112 Emerson St.....	do.....	Do.
McGourty's Cafe, Inc., Hugh McGourty, manager, c. v. all, 6 days.	672 Dudley St.....	do.....	Do.
Balgochian, Peter K., package store, wine and malt.	37 Park St.....	Suspended 3 days, Jan. 1, 2, and 4, 1953.	Dec. 29, 1953

Summary, 1953 cases

Revoked	1
Suspended for 7 days.....	1
Suspended for 6 days.....	1
Suspended for 3 days.....	1
Suspended for 2 days.....	10
Suspended for 1 day.....	6
Placed on file.....	34
Total	54

Mr. LEONARD. Of the 30 or 35 places we checked, there were 5 other places that we had on our list that had no record at the Liquor Control Board, and these places seemed to be run in a fairly good order, even though there were minors or apparent minors there.

Mr. BEASER. I have no further questions.

The CHAIRMAN. Senator Hennings?

Senator HENNINGS. No questions.

The CHAIRMAN. Mr. Hannoch?

Mr. HANNOCH. I think the record speaks for itself.

The CHAIRMAN. The Chair has no questions. The Chair thanks Mr. Leonard for this testimony.

Mr. BEASER. Mr. Dwight Strong.

The CHAIRMAN. I take it you are not going to give us any specific evidence.

Mr. STRONG. I would rather not.

The CHAIRMAN. All right, we won't swear you, then.

State your name and address and occupation, for the record.

**STATEMENT OF DWIGHT S. STRONG, EXECUTIVE DIRECTOR,
CITIZENS CRIME COMMITTEE OF MASSACHUSETTS, INC.**

Mr. STRONG. The name is Dwight S. Strong. I live at 71 Mountford Street, Boston, and I am executive director of the Citizens Crime Committee of Massachusetts, Inc.

I have a reasonably brief statement I would like to read.

The CHAIRMAN. You may proceed as you choose. We welcome you here today and thank you for your appearance.

Mr. STRONG. During the past 5 years I have been involved in research on crime and the effectiveness of law enforcement.

Prior to these 5 years I was engaged in work with boys and young men for a period of 25 years. Part of this period I was responsible

for work with children of working mothers, with girls and young women, and with adults.

It is out of this experience that I wish to share with you some of the ideas I have on the youth problem.

May I further reveal that I live in Boston. At times I have lived in areas which could be considered dangerous in terms of delinquency and crime. I have known juveniles who have been in trouble and I have worked with them.

I should like to state at the outset that I am not here to prevent evidence of juvenile lawbreaking which would make possible court prosecution in our courts. The responsibility for gathering evidence and prosecuting rests with the duly constituted authorities, the police, district attorneys, and attorney general.

From time to time reliable information comes to our hands. We also make special studies of various problems so that agencies and the public can be further alerted to areas needing attention.

Please bear in mind that the organization I represent before you today—CCCM—is a private agency of citizens banded together for the following:

To attack vice, corruption and gambling, to assist in promoting efficient and effective law enforcement, to develop cooperation between citizens and public officials, and to inform the public on matters relating thereto.

I believe juvenile crime is related to adult crime and that we can control the juvenile problem by facing up to our responsibilities as adults. Adults should be free from wrongdoing. Our example as adults is most important. There is altogether too much blame put on our youth for their acts.

Usually we as adults are responsible. We are responsible for failing to teach the important lessons of honesty in small matters. We fail to teach respect for property and the rights of others. We fail to provide companionship with our children.

Our selfish actions may result in youth being neglected, frustrated, insecure, and lacking that important, all-inclusive spirit of being wanted by someone who cares and counts.

We are responsible for insufficient and poorly equipped playgrounds, inadequate schools, underpaid and sometimes poorly qualified teachers.

Yes, and we are responsible for the lack of adequate facilities and supervision in leisure-time activities. When we hear of juvenile crime, let us search within ourselves first for the cause of the lethargy which permits us to fail as adults. We are society.

There is much adult moral laxity in personal living and corruption in public life. We think it is smart when one gets away with it, inadvertently, we have taught the 11th commandment, "Don't get caught."

Let me be specific. A group of teen-age boys recently discussed their problems very frankly and openly. They knew that the corner bookie operated without interference from the police. And they proceeded to name places like poolrooms and bowling alleys where gambling and betting on the numbers took place all the time.

In fact, the boys themselves admitted that they placed bets with the bookies. Yet if they played on the street, the police would be called and they would be promptly dealt with.

They sort of respected the bookie, too, for he was "well dressed," "drove a late-model, expensive car," "had an easy life," and "lots of money."

On the other hand, their schoolteacher presented just the opposite picture. The teacher was struggling to make ends meet, was not as well dressed, and his car was nothing to rave about. He was lucky if he had one, even.

PINBALL MACHINES

Along with the bookmaker we have other forms of gambling which teen-agers patronize. Within easy walking distance for most juveniles, wherever they happen to be, school, home, or church, there is now the place where you play the pinball machine with high odds, special features, and over-the-counter payoffs on high scores and free games unplayed. These are exciting.

Watch the adults taking time out to play them and you will see it is exciting. The Massachusetts law passed in 1949 is full of loopholes. Evidence is hard to get. The authorities are slow to act, if at all, on revoking licenses.

When the citizens become aroused, and demand a cleanup, they cannot appeal from the decisions of the local licensing authorities. Millions of dollars are being spent on these "mechanical pocketbooks," and, gentlemen, it is organized crime, feeding right into the business life of our community, as well as sucking life right out of it. This is money out of the pockets of teen-agers and breadwinners, money needed for necessities and more constructive uses.

I have seen children as young as 8 and 9 years of age playing these machines. I have had high school boys tell me of the payoffs.

Is it any wonder that juveniles want something for nothing? And when they don't get it, they break into some of these establishments and think they can loot the machine. This problem is not confined to Massachusetts. Last summer, a 16-year-old lad putting gas in my car in a small town in Vermont told me the pinball machine in the service station paid off as much as \$9 at a time.

There are those who would have us license other forms of gambling as if that would solve the problem. I refer to beano or bingo, punch boards, raffles, and chances and lotteries. At the moment we are reasonably free from these abuses in Massachusetts. But not so in neighboring States.

Our teen-agers have known of the many one-armed bandit slot machines in clubs around Massachusetts. From 1949 and for a period of three years, we had 549 up to 725 of these machines. And our police, district attorneys, and attorney general allowed them to exist even though they were operating against our State laws.

Teen-agers knew of these machines and played them. Our Federal Government had a hand in permitting these to exist for we had them on military reservations where servicemen played them.

Here, again, was a pattern of lawlessness sponsored and patronized by adults and with the knowledge of police officials who in some cases were members of the clubs.

Fortunately, this situation has improved considerably in the last 2 years since interstate shipment is barred and a new State law has more teeth in it. But the youth remember such careless adult activity and failure by the police.

There will be officials who will state that we have no juvenile delinquency problem worthy of your attention; that measures or plans have been formulated to take care of any troublesome situation.

I hope we will not come up with "too little, too late." It is results that count, and I hope that the sincere efforts of all who are studying the problem bear fruit.

A year ago we had an epidemic of serious offenses committed by juveniles—assaults, muggings, bag snatchings, knife fights, and murder. For a while there was talk about the delinquency rate going down. Then before the year was over the rate climbed again.

Therefore, it is not always safe to use the day-by-day figures, but to take a longer period of time and to study the trends. Even with a slight reduction in the city of Boston last year, we must still take stock of the fact that many of the crimes were of a more serious nature.

For example, among the several classifications of crime we have a crime against property, and crimes against persons. A study of the police reports reveal that the crimes against property in Boston went up 18 percent in the 5-year period ending in 1952. Crimes against persons which I consider a more serious offense when committed by juveniles, went up 100 percent.

We do not have the figures for 1953 as yet. I hope the trend is downward.

I should like to point out that figures can be confusing and lead to careless conclusions. It should always be borne in mind that an alert and efficient police force may bring about an increase in the number of cases.

On the other hand, if the police do not bring the juveniles into court for offenses committed, the rate may go down and lull a community into thinking that there has been an improvement.

It is hoped that the police will be fair and firm and consistent in performing their duties at all times, without fear or favor. The police have a difficult job to do, are often criticized and seldom praised.

I would like to say a word about the narcotic problem as it relates to juveniles. I have heard said on many sides that no juveniles have been arrested for narcotic violations and that there is no narcotic problem.

Again I would say to you, sirs, that we are not getting the whole picture. To be sure, there are other cities with a greater incidence of narcotics. We have reason to be proud of the long battle in New England against narcotics. It started right here in Boston before the Federal laws were passed some 40 years ago.

The New England Watch & Ward Society launched that campaign in 1909. Since then, we have kept the narcotic problem down.

Recently we have had several teen-agers who have been found to be violating our narcotic laws. These cases do not appear in the official court records because they were not booked for narcotic violations. Therefore, I would say we are doing the ostrich act if we say there is not a potential narcotics problem when we continually say no juvenile has ever become involved with narcotics.

The CHAIRMAN. At this point, may the Chair inquire whether you are getting appropriate or full cooperation from the Federal Government in the narcotics field?

Mr. STRONG. I have not been to the Narcotics Department to ask them to take action on cases in any way. When I have been to them,

though, for information, I have secured it 100 percent. They have been very cooperative in that regard.

I think that as far as Boston in particular is concerned, it ought to be pointed out that Boston, unlike many of our cities and towns, has a good force working on narcotics. They know narcotics.

Many times that is not true in some of the communities. When a report comes to the police they really don't know what to look for or what it is about, and I think they often turn to the Federal Narcotics Bureau for assistance, and get it.

The CHAIRMAN. Thank you, sir.

Mr. STRONG. Responsible adults must urge all teen-agers to steer clear of this dangerous temptation to "experiment" with dope for "kicks"—to keep a level head and speak a "no thanks."

SUGGESTIONS

May I conclude by pointing out a few constructive steps to help prevent juvenile delinquency:

1. The juvenile problem exists among a very small segment of our juvenile population. About two out of every hundred are delinquents. Programs should be planned and carried out to reach delinquents and potential delinquents. This should be done by local and State agencies, both public and private.

2. The resources of the entire community should be geared to serving youth with carefully planned activities of all kinds of programs. It is not enough to offer the programs; they should also be well conducted, and they should lead to recognition of achievement.

As it is now, the athlete scoring one inning, touchdown, or home run, or winning goal, he is the one who gets the acclamation. Other forms of activity for youth should likewise give recognition of achievement, and progress. Not all youngsters are able to play in sports.

3. Parent education needs to be geared to reach all levels, the concerned parent we touch now, but we need to reach the detached parent.

4. Federal legislation on pinball machines.

5. Wherever juvenile delinquency exists, responsibility rests with the total citizenry. Citizens can become mindful of their responsibility if they join together to study the problem, and then stay together to work it out in their own best interests, as an integrated social group as a whole, not in a one-against-the-other faction sort of a manner.

Our office has prepared a Guide for Community Study of Juvenile Delinquency. It has already been distributed to over 7,000 community leaders in the Commonwealth through the sponsorship of the Massachusetts Council of Churches.

We thank the United States Senate Judiciary Subcommittee Investigating Juvenile Delinquency for coming to Boston to help point up our problems, our needs, and our recommended solutions. We hope there will be a mutual benefit.

The CHAIRMAN. Mr. Strong, the program which you have recommended has great merit. What role would you suggest the Federal Government take in the establishment of your program?

Mr. STRONG. I think on the Federal level legislation on pinball machines that something ought to be done equivalent to what was done with slot machines on interstate shipment.

I think that the pinball manufacturers have put their heads together and come up with some harmless type of pinball machines, but they have also come up with some which we would agree are not harmless.

Senator HENNINGS. You mean those that do not pay off?

Mr. STRONG. Are the harmless kind; yes, sir.

Senator HENNINGS. There is nothing to prevent side betting.

Mr. STRONG. I am not talking about that kind of betting. That can be done on anything. We can do it on the legislation of this performance today.

I have known college fellows to do it on the length of the sermon and it packed the chapel and the speakers wondered why so many were coming. I am talking about the machines which are geared, which are set up to do this.

By the way, it appears that most all these machines which have the mechanics in turning the buttons and so forth, the counters, are in our State illegally, but I have tried and tried unsuccessfully to get the authorities to do something about it. I think we need the help of the Federal Government in terms of legislation.

The second point I have mentioned, parent education, I think there is a place for the Federal Government to give some funds through State agencies to help further parent education.

This was done about 20 years ago and with considerable success.

I think it has been terminated, but through one of our State departments funds were made available. There was a trained person there who conducted courses and training, leaders in parent education.

I think parent education could have implementation from the Federal Government.

The CHAIRMAN. Senator Hennings?

Senator HENNINGS. I want to thank you as one member of this subcommittee for your appearance here today. I wish the hour were not so late so that we could have more time to expand our views and get the benefit of your good counsel.

The CHAIRMAN. Mr. Strong, before you leave the witness stand, the Chair wishes on behalf of the whole subcommittee, to thank you for your attendance here today. Thank you for your patience for waiting so long to take the stand, and I want to say that we are proud of the many splendid contributions you have made in this great old community for law enforcement.

I think that Boston and the youth of Boston will forever be in your debt.

Mr. STRONG. Thank you, Mr. Chairman.

Mr. Chairman, may I make a comment as regards something that was said earlier in the day by the district attorney? It seems to me that our district attorney who has been in his job as an assistant for sometime, did not give a very adequate answer to the comments made from the committee as regards the New England Watch and Ward Society. I happen to be the executive secretary of that organization. It is still in existence.

One of your former colleagues last year was the speaker at the seventy-fifth anniversary right here in Boston. It is 75 years old. It is perhaps the oldest now active organization of some 40 or 50 in the country.

It still carries on and if there were time I could tell you about it, but I will not take time. I just wanted you to know that there is a New England Watch and Ward Society.

Senator HENNINGS. I did not mean to disparage the Watch and Ward Society. It seems I read a case about 1925 or 1926 which involved the American Mercury. Am I right about that?

Mr. STRONG. This is before my time. However, I have heard of the case and I think it should be brought out, because the reference this morning to action, that the Watch and Ward Society in its present program, and I have been connected for 5 years with that organization, avoids securing evidence for the purpose of prosecution.

In past years it had participated in prosecution, that is why you heard of this case. I think that the public in general and the press in particular have been critical of the Watch and Ward Society. It gave them a rallying cry for free press and so on, when the courts rendered a decision in favor of a position which the Watch and Ward Society had taken.

I think that they hesitated to criticize the courts, but if they did not like the decision they did criticize the Watch and Ward Society. This refers to my predecessors. I have had excellent relations with the press during my 5 years.

Perhaps it is worthy to note we have changed our policy somewhat. It is comparable to the Chicago Crime Commission and other crime commissions in the country.

I think it is a change much needed, for these times. Yes, there have been cases such as you referred to.

The CHAIRMAN. Thank you, Mr. Strong.

If there are no other witnesses to come before the subcommittee, the committee will stand in recess until tomorrow morning at 9:30, in this room.

(Thereupon, at 5:40 p. m., the subcommittee recessed to reconvene at 9:30 a. m., Friday, January 29, 1954).

JUVENILE DELINQUENCY

FRIDAY, JANUARY 29, 1954

UNITED STATES SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON THE JUDICIARY, TO
INVESTIGATE JUVENILE DELINQUENCY,
Boston, Mass.

The subcommittee met, at 9:30 a. m., pursuant to recess, in courtroom No. 3, Federal Building, Senator Robert C. Hendrickson (chairman of the subcommittee) presiding.

Present: Senators Hendrickson and Hennings.

Also Present: Herbert Wilson Beaser, assistant counsel; James Bobo, assistant counsel, and Harold Langlois, chief investigator.

The CHAIRMAN. The subcommittee will come to order.

Mr. BEASER. The first witness is Judge John J. Connelly.

The CHAIRMAN. Judge Connelly, this subcommittee is very grateful to you for your presence this morning.

STATEMENT OF JOHN J. CONNELLY, PRESIDING JUSTICE, BOSTON JUVENILE COURT, ACCOMPANIED BY ARTHUR C. O'LEARY, DIRECTOR OF RESEARCH, BOSTON JUVENILE COURT; AND ALBERT B. CARTER, MASSACHUSETTS COMMISSIONER OF PROBATION

Judge CONNELLY. Senator Hendrickson, I consider it an honor to be here. If I may, I would like to have Mr. O'Leary of the research department of the court sit here and Mr. Carter, who is the probation commissioner of Massachusetts.

The CHAIRMAN. That will be your privilege.

Judge CONNELLY. That is just in case you have some questions about records or statistics.

The CHAIRMAN. For the purpose of the record, will you state your full name, your home address, your occupation?

Judge CONNELLY. I am John J. Connelly. I live at 135 Perham Street, West Roxbury.

I am presiding justice of the Boston Juvenile Court.

I am also here I believe as chairman of the Massachusetts Board of Probation.

The CHAIRMAN. Judge, do you have a prepared statement?

Judge CONNELLY. Senator, I have a prepared statement which I believe the committee has been furnished, plus any documents that are referred to in my statement.

The CHAIRMAN. The subcommittee welcomes you, as I said before, and you may proceed in your own manner.

Judge CONNELLY. I might say at the outset, Mr. Chairman, that I may mention statistics, which I hope do not bore you, but I mention

them merely as some evidence to establish what I understand the committee, from your letter, would like to have to determine whether there is a problem, and what the extent of this problem is and what the nature of this problem might be.

Mr. Chairman, as a citizen of this historic city of Boston, and I assure you as presiding justice of the Boston Juvenile Court, I am confident that definite benefits will result from your forthright study and discussion of the problems of our youth.

Like children anywhere else in this great country, the children of Massachusetts are vulnerable and immature, and as children they need and demand not only local, but national guidance and help.

In considering the future, they are more important even than our natural resources. In fact, in terms of the future they are more important even than our natural resources. The destiny of this great Nation will indeed be precarious if we do not rear the children of today with a sense of responsibility—a mental and moral awareness of the duties and privileges of American citizenship.

It has been well said that delinquency and crime are but symptoms that something is decidedly wrong in our social structure. In fact, to extend the thought with another quote—it has also been said that a community or a Nation has only as much crime and delinquency as it deserves.

As a juvenile court judge, as a father, and as a proud citizen of this famous city, I have been alarmed and concerned about the reported increase in the extent and aggravated nature of child neglect and delinquency and youthful crime in this country. My alarm and concern is based upon my daily personal observation of cases, the observations of other judges throughout this Nation, as well as the observations of other people directly concerned with the health and welfare of children, the almost daily reports in our newspapers of serious delinquencies and crimes, and by the fact that all of these are borne out by national and local statistical studies.

The Federal Bureau of Investigation reports that there was a general rise in major crime arrests, both juvenile and adult, in 1952.¹

A careful study of this national report reveals that there were over 2 million arrests in the year 1952 and that this represents a definite increase in delinquency and crime.

The disturbing fact in this report is that youth appear in this national crime picture not only in greater numbers, but in the more serious categories of crime. This study is very enlightening if one wishes to understand the trend in crime and delinquency not only in this Nation, but also in his individual State and community.

Because of the brief time allotted me, it is impossible for me to adequately interpret and evaluate the extent and nature of juvenile delinquency here in Boston as compared to other sections of the United States.

For detailed comparison I refer you to a paper prepared by Mr. Albert B. Carter, commissioner of the Massachusetts Board of Probation, which study, I believe has been furnished your committee. In that study Massachusetts and Boston are compared with other sections of the country.²

¹ The Uniform Crime Reports of the Federal Bureau of Investigation, 1952, FBI annual Bulletin, vol. XXIII, No. 2.

² National, New England, Massachusetts, and Boston Major Crime Trends, 1951-52 and the Juvenile Delinquency and Youth Crime Trends in Massachusetts and Boston—a discussion by Albert B. Carter, commissioner, Fall Probation Conference, Boston, Mass., December 1953.

I believe, as the studies appear to bear out, that Massachusetts and Boston experience less delinquency and crime than any other comparable section of this country. The Massachusetts 1952 figures over 1951 in the categories of major crime arrests compared with the national and New England major crime arrests show that whereas the United States had an 8.1 percent increase and New England a 3.2 percent increase, Massachusetts had a 2.4 percent decrease in the major crime categories.³

Although I was most pleased in learning this, I still feel that we have no reason to be complacent. In the category of aggravated assaults, Massachusetts had an increase in 1952 over 1951 of 26.9 percent, whereas the United States experienced an increase of but 12.5 percent and New England an increase of 15.1 percent, which is less than our Massachusetts figures.⁴

Although complaints of aggravated assaults in Massachusetts are small in number in relation to the total population, the fact remains that this category of serious crime and delinquency is on the increase and indicates heedless, reckless, and wanton conduct.

It is one of the signs of disregard for the person, as well as the property, of another, and, in my opinion, reveals the more serious aspect—a disrespect for law and institutions.

In my daily observation of cases there has been an increase in assaults committed by gangs, as well as by individuals, and these assaults have been wantonly cruel and vicious.

The CHAIRMAN. Have you broken those figures down to show what percentage you have? You have 15.1 percent of an increase in crime. What proportion of those criminals would be juveniles?

Judge CONNELLY. I do have those. I will point that out later in my paper, Mr. Chairman.

The CHAIRMAN. I am terribly sorry I interrupted you.

Judge CONNELLY. If I do not, I hope you will remind me to give you the figures which I know that my conferees have.

The CHAIRMAN. I will, sir.

Judge CONNELLY. To get down to Boston, Mr. Carter's comparison shows that—

Boston's rate is very much lower than all * * * 39 group 1 cities in all categories of serious crime known to police, except as to auto thefts, where it exceeded the others by 7.7 per 100,000 population.

Juvenile delinquency in Massachusetts and Boston also compares favorably with any other comparable section of this country. In 1952 Massachusetts had a juvenile population of 639,300, and our Massachusetts courts reported 5,606 cases, which represented a per capita delinquency rate of eighty-eight one-hundredths percent—less than 1 percent of our child population.

Boston, with a juvenile population of 102,805 reported 1,922 cases, which represented a 1.9 percent of the total child population.

However, the 1952 overall figures show an increase in juvenile delinquency over 1951 of 16.9 percent.

Of all the children complained of in our Massachusetts courts, only 31.5 percent of the total had any previous court record. In Boston, however, 38.1 percent had previous court records.

³ Ibid., FBI, 1952 Crime Reports.

⁴ Ibid., A Discussion by Albert B. Carter, commissioner, Massachusetts Board of Probation.

We are pleased that so few of our children are involved in delinquency, but here, again, we should not be complacent.

At this point, I should like to stress that I am speaking as the presiding justice of only one court in Boston, the Boston juvenile court. This court serves the older section of the city, with densely populated neighborhoods.

In any given year it is a matter of record that the Boston juvenile court sees at least 10 percent of all the delinquency cases reported in Massachusetts. In 1951 the State total was 4,789, and the Boston juvenile court heard 486 of these cases.

In 1952 the State total was 5,606, and the Boston juvenile court heard 708 of these cases. Forty-six percent of these children resided in Boston; thirty-five percent resided in Boston, but lived outside of the court's jurisdiction; and nineteen percent came from areas outside of Boston. In fact, some from outside the State.⁵

I feel that the experience we have had with children in the Boston juvenile court is typical of all other courts and should be helpful here in evaluating delinquency, its local and national implications, its causes and its cure.

Rather than try to describe in this statement the court, its personnel, philosophy, procedure, practice, and its success with cases, I have furnished the committee with a detailed statement.⁶

However, I would like to state this for the record: that the Boston juvenile court has been successful because its judges over the years have been fortunate in having a staff whose loyalty, devotion, skill and training are of the highest quality.

The increase and decrease of crime and delinquency proven by statistics is not conclusive that a problem exists, but is merely evidence, to be considered with other evidence if we want to be sure whether or not the delinquency problem does exist. Therefore, I consider it imperative to study the nature of the cases coming before the court before saying that in Boston we are faced with the reported delinquency problem.

For example, I give the following comparison of cases by years: ⁷

Complaints

Offense	1951	1952
Assault and battery	37	53
Armed robbery	2	15
Breaking and entering and larceny	309	664
Use of auto without authority	35	49

These facts indicate an increase that is definite in our more serious categories of delinquency.

A further consideration in the evaluation of the problem is my daily observation of cases which come before the Boston Juvenile Court. For the past 3 years the offenses not only show a sharp rise in the number of delinquencies, but reveal a startling change in their nature.

You hear of and see cases of gang delinquency, or plundering, rob-

⁵ Boston Juvenile Court Annual Report, 1952, pp. 5-14.

⁶ Postadjudication Techniques in the Boston Juvenile Court, by Hon. John J. Connolly, a paper read at national conference National Council of Juvenile Court Judges, Indianapolis Ind., May 26, 1952.

⁷ Boston Juvenile Court Annual Reports, 1951, p. 17; 1952, p. 12.

bing, stabbing, beatings by hoodlums; you hear that gangs have terrorized a neighborhood, and you become alarmed, and you seek, as I have, to secure all the help you can to arouse the community against the further increases which appear imminent.⁸

A citizen walking the street is suddenly set upon by a group and is severely beaten and robbed, youth fighting with knives and garrison belts; young girls who are but children run away from their homes and are finally found in questionable rooming houses and second rate hotels, and many of these girls, because of their immaturity and their lack of control in such situations, may well be started on a life of street walking, and worse.

I was informed that in two different neighborhoods gangs of young hoodlums had so terrorized the people that individual neighbors and businessmen who were wronged by the gangs were afraid to complain or testify against them. The increase in the number of stolen automobiles indicates a danger because generally these cars race recklessly through the streets, with constant danger to the property of others and, more important, to the lives of citizens and the delinquents themselves.

I conclude, therefore, based upon my personal experience, together with my study of delinquency and that of other cities, that a problem does exist in this city.

It is, as I have previously stated, not as great in extent, as the delinquency problem being faced by other comparable cities. Though less in extent, there are definite signs of the problem.

Even though we are grateful that our problem is not as serious, we gain nothing by denying its existence.

I sincerely believe that we are as well off as we are because the vast majority of parents and children in this city and State are good, and because we are fortunate to live in a State where there is a strong religious and moral atmosphere.

I might add here that we in Boston have been concerned always about the welfare of our families and our children, and I believe that the abundance of our health, social service, and welfare agencies has definitely helped to keep our delinquency rate down.

The CHAIRMAN. There is also a strong patriotic atmosphere here, is there not?

Judge CONNELLY. There certainly is and we are very proud of it, but we feel that we are a part of the great Nation, the spirit is the spirit throughout the Nation.

The CHAIRMAN. Do you consider that an important factor in this problem?

Judge CONNELLY. I feel it is definitely a factor, as I said, the strong convictions in Massachusetts, the great tradition of loyalty, the great spirit that is rooted in motivations that are moral and religious are still with us and we thank God for them.

The CHAIRMAN. At the conclusion of the hearings yesterday I walked around this old city. I have been here before. I looked at these old buildings that have meant so much to the people in America in the past. I cannot help but feel the thrill I always felt when I come to Boston.

⁸ A series of articles in the Boston Globe, April 27, 1952, by Hon. John J. Connelly. An interview with Hon. John J. Connelly reported in the Boston Sunday Advertiser, October 18, 1953.

Judge CONNELLY. I thank you for that in behalf of our city, Mr. Chairman.

Assuming that a problem with some of our children and teen-agers does exist in the city, it is only logical to ask: How did it happen, and what are we going to do about it?

In considering how it happened, let us not forget one basic fact, that the nature of children is the same as it always was, and they have not changed either in their nature or in their basic needs. This is the world that adults have created.

The juvenile delinquent, of the present, however, is a far cry from the "bad boy" of a generation or two ago. End product of a depression and a war, the teen-ager who gets into trouble nowadays displays as a rule an utter lack of concept of honor, loyalty, sportsmanship, or patriotism toward his school, neighborhood, or anything else. His home is merely a place in which to eat and sleep. He has little or no respect for his parents, and none whatever for the law.

Activities used to take place in the presence of parents. Now children are largely active outside the home, in clubs, autos, skating rinks, movie theaters, soda fountains, and as we heard yesterday, in some of the joints. Home no longer plays an intimate part in these childrens' lives.

Thus the opportunities of parents to influence their young is lessened, and loyalty toward home and parents diminished.

During the war years and up to the present time, the moral tone of the entire neighborhood slipped; enforcement was weakened by the demands of the armed services. Recreation, health services, public welfare funds were diminished.

The whole theory of war is destruction of life and property. These children received their first impressions of life in a day when war was the first and most important concern of everyone, and I might add, rightly so. Is it a wonder that their concepts of morality and responsibility are confused?

There were daily stories of scandals in the higher echelons and right down the line. Men in high office, military leaders, school athletes, all these natural guideposts of youth were tarnished. Everything was negative, and morality for them became relative.

Children need bright beacons to channel them on the right path. Instead of having clear guides they were confused in a bog of moral uncertainty. Children today have not got the help of the adult population, who should be the first to cry down any dangerous place or person and see that they are removed from the community.

The vast majority of cases of delinquency are caused in most part by environmental factors. By environment we mean the larger environment of the neighborhood rather than just the home. I make this point because I feel we are viewing the problems of children in most difficult, confused, and chaotic times, and, although we are somewhat alarmed by the increase in delinquency and crime, we are confident that the problem can be controlled and can be contained at the neighborhood level.

If children reflect the times, and if these times indicate a lowering of moral and ethical standards, resulting in a lowered moral tone at every level of our society, then we should move quickly to raise the moral tone in our neighborhoods so that children will have the opportunity to grow up in better moral environments.

I, therefore, strongly recommend, as the first step, that in every neighborhood in our city there should be strict law enforcement even against the individual delinquent. By early detection and supervision by police, courts, and agencies, we will prevent the continuing increase of crime and delinquency, gang delinquency will be better controlled, and places and persons who contribute to child delinquency will be discovered and quickly punished.

Having thus restored moral standards in our neighborhoods, the result should be that the vast majority of good people should then have the opportunity to lead, direct, educate, and religiously inspire our youth to follow and embrace ethical and moral living.

Consequently, I recommend, as I have before, that there be established in the Boston Police Department a juvenile bureau, which should be staffed with carefully selected officers who will specialize in the early detection of conditions that breed delinquency and crime. The early detection and prompt prosecution of places and persons would not only result in the control of delinquency and crime, but in their prevention.

We cannot restore spiritual concepts and moral virtues in youth unless we as adults meet the challenge of the forces of evil and irreligion. Only by establishing in the community, in our State, and in our Nation, higher moral and ethical standards can we reestablish and strengthen the home and all that it means to American life.

Instead, therefore, of making our first point of attack an effort to reestablish the American family in all its strength and glory, we should first, through strict law enforcement, neutralize the adverse forces outside the family, because these forces have been able to render almost inoperative the constructiveness of family life.

It is apparent that because of these destructive forces a great deal of the potential of our educational system, our health and welfare agencies, and churches, has also been frustrated.

We must educate children to understand that there must be respect for authority. We know that you cannot have order without law and the respect for law. There is no law without the sanctions and penalties for any person who is rash enough to offend the law.

We have seen how disrespect for the sanctions of law on the international order results in war; on the national order it means chaos; in personal lives the disrespect for law and its sanctions results in crime and delinquency.

In conclusion, I would like to quote from an article published in 1815 to show we are still looking for the same thing:

The repression of the offense and the reformation of the offender are the two objects of law and its sanctions. Fear alone is not sufficient to deter from crime, but if in addition abhorrence of vice and love of virtue can be excited; if religious and moral principles can be instilled; if sober and industrious habits can be formed, society will have all the security which the condition of humanity allows us to expect.⁹

I thought that would be interesting in concluding, Mr. Chairman, that they said that in 1815 about delinquency and crime.

The CHAIRMAN. Judge, at the outset of your statement the Chair had a number of questions which he posed to you to draw from your

⁹ Society for the Improvement of Prison Discipline and the Reformation of Juvenile Offenders, contained in *State of Prisons and of Child-Saving Institutions*, by E. C. Wines, published by the University Press, Cambridge, Mass., 1880.

rich experience in this important field of not only law enforcement, but in our associate scheme of things. But your statements have been so profound and convincing that my questions have been completely wiped out.

I yield to my distinguished colleague from Missouri who I know will have some questions.

Judge CONNELLY. I am certainly complimented by you, Mr. Chairman.

Senator HENNINGS. Thank you, Mr. Chairman.

Judge Connelly, you have made a splendid and comprehensive statement of this full problem, born of your wealth of experience and your penetrating understanding of these very complex and difficult forces that are bearing upon the youth and indeed, upon society today.

Like the Chairman, I am not going to ask more than one question because of the completeness of your statement.

Judge CONNELLY. I appreciate that. Thank you.

Senator HENNINGS. I would ask this question, if you please, Judge. I am very much interested in your observations that you recommend and, as you say, as I have before, that there be established in the Boston Police Department a juvenile bureau which should be staffed with carefully selected officers, and so on.

When did you first make that suggestion, Judge?

Judge CONNELLY. Mr. Thomas Sullivan, the police commissioner, who is a personal friend of mine, is very much interested in the problem of enforcement. I had lunch with him 5 years ago and I suggested it would be well to have such a bureau.

In a clipping just recently in the newspapers of October 18, 1953, I also then recommended it publicly. I recommend it because I feel that children are that important that we should spend full time in protecting them, as well as meeting their needs.

I feel, without, of course, disparaging the efforts of the officers who come before my court, that there are many officers, because they have come before my court and given me the opportunity to observe them, who have the devotion and the interest and skill to be put on this very important job of not only supervising our children, but protecting the community with enlightened practices against these children.

Senator HENNINGS. However, Judge, your suggestion has not as yet been adopted.

Judge CONNELLY. No; I believe it has not. I say for this reason: When during this upsurge of delinquency we had some trouble in one of the areas of my jurisdiction, namely, the South End, the area that was described to you yesterday as Skid Row, I asked for the police captain of that station to come down and see me and I pointed out to him and he cooperated, that he should assign to me a special officer, that is to the court, so that he would see the cases coming from that area as an individual and who knows them and who knows the practices to adopt to prevent the spread of delinquency. This captain assigned a man to the court. He comes there every morning during the session and the rest of the day he spends supervising the complaints and the areas we might say we had knowledge of.

It has worked well. It was a necessary move.

Now, I think these things should benefit the entire city. I am thinking of an officer especially trained, and we have some splendid offi-

cers and we certainly can say that from the standpoint of the Boston Juvenile Court, and I make my recommendation because it is a specialized job.

Senator HENNINGS. Thank you very much, Judge.

The CHAIRMAN. Does counsel have any questions?

Mr. BEASER. I have 1 or 2, Mr. Chairman.

Judge CONNELLY, we were given to understand yesterday by one of the witnesses who was describing the judicial system in the city that your jurisdiction is limited to the central part of the city and that juveniles in the other districts in the city are handled by judges who hear both criminal and juvenile cases.

Judge CONNELLY. That is right. Our jurisdiction on the map is the area marked out in black.

Mr. BEASER. In other words, a kid who takes a car, for example, misappropriates it in Providence, and drives in the city, if he is stopped in Roxbury, he would go before a judge in the Roxbury court who hears the cases part time; is that correct?

Judge CONNELLY. That is correct.

Mr. BEASER. But if he goes a few miles further he winds up in your area, he appears before you who hear nothing but juvenile cases?

Judge CONNELLY. That is right.

Mr. BEASER. From your years of experience as probation officer and attorney and now as judge in the juvenile court, how is that system working out, in your opinion?

Judge CONNELLY. I feel the system is not the proper system. As long as I am asked that question, may I state something for the record?

Mr. BEASER. You may, sir.

Judge CONNELLY. The people in that system, and I am not tossing bouquets, and I have known of other systems we have adopted without the proper personnel and the system was no more effective than the personnel.

Let us look at this district court system, so to speak. I have already pointed out we have a low delinquency per capita rate in Massachusetts. I certainly believe in the principles and functions and method of specialization and full-time application of a juvenile court.

I, however, point out very strongly that the judges in the Massachusetts courts who are dealing with this problem of delinquency give it all the time that they possibly can because they are devoted and skilled men and they have devoted and skilled staffs.

But they cannot give it full time because they have criminal-law cases and they have other cases. Therefore, the principle that I have mentioned, is that these children need all the help and specialized help we can give them.

Now, if Massachusetts was to adopt, however, a juvenile court system, I want to go a little further. I say that the system, as I have said, will be no better than the people who run it.

The CHAIRMAN. That is true in any phase of government, is it not?

Judge CONNELLY. Yes. I have been aware that very often people believe it is the personnel who are to blame in our district courts for not giving a lot more attention. I think they have done a splendid job. I would defend the probation officers of the district court system as capable, qualified people with but few, if any, exceptions.

The idea of a juvenile court is that it is a specialized tribunal, but still a court.

Therefore, in keeping with the recommendation of the National Parole and Probation Association, judges should be lawyers because they are going to administer courts, and children and family have rights.

For a long time in this country we were looking upon a juvenile court as a poor and simple social agency and I have said it publicly in a paper I prepared for the White House Conference on Children. I pointed out that there was nothing compatible between law and social techniques and progress.

Therefore, my first point is that I hope in Massachusetts they select lawyers as judges. But I say that the lawyer and the judge should be qualified, he should be qualified by experience and by his interest and devotion in this field.

I would, therefore, recommend in such a system that we in Massachusetts have such men, these men who have been spending part time.

I have talked with many of them. They would love, and they are capable of doing a swell job as a full-time judge.

I feel definitely, therefore, that we have trained judges for this system here. In addition, we have social workers and probation officers who are not only experienced, but capable, and are lawyers.

So, therefore, we have the personnel. We have fine probation officers in my court, and in other courts.

Therefore, we are going to talk about the juvenile court as against the district court. I say to you gentlemen, the children need full-time devoted and skilled people, but I still say let us beware of any system where they are just appointed. I say a careful selection of these judges would come from the ranks, first, of the present judges who have been doing this work and through no fault of their own it had to be on a part-time basis.

Mr. BEASER. Judge, in looking over the statistics which you so kindly furnished the subcommittee, one thing occurred to me. You show that in 1952, and it goes back to 1951, too, the number of boys before your court went up between 1951 and 1952, and declined in 1953, but the number of girls coming before your court has kept going up.

Now, you mentioned in your testimony the fact that you had been dealing with policemen. Do you also deal with policewomen of the police department? Do they come into your court?

Judge CONNELLY. Yes, they do.

Mr. BEASER. Frequently?

Judge CONNELLY. First of all, I have not seen a policewoman in my court since last September. In the year 1952 from February to December 16, 1952, there were 7 girls and 2 boys complained of by policewomen in my court. I am only one court in the city.

In 1953, from January 22 to September 17, which is the last time we had a case with a policewoman, we had 12 girls.

Mr. BEASER. Now, the policewomen are those who are charged primarily with prevention of delinquency among girls.

Judge CONNELLY. That is right.

Mr. BEASER. Are they the ones who go around inspecting various places which girls would be inhabiting?

Judge CONNELLY. Now, I do not know all their duties. I would say, therefore, I must guess, but I would presume that would be their duty. I assume that.

Mr. BEASER. In your opinion, how effective is the preventive aspect of their function, from your observation on the bench?

Judge CONNELLY. How effective?

Mr. BEASER. Has been the preventive job done as far as girls are concerned?

Judge CONNELLY. I have had them arrest 19 in 2 years; I think that answers itself.

Mr. BEASER. May I ask you one other question, Judge?

The number of delinquents coming before your court has gone down from 1952 to 1953 slightly, yet the number of children complained against with respect to whom there is a petition claiming they are neglected and the number of adults against whom complaints have been filed have both gone up.

Have you any explanation for what is happening?

Judge CONNELLY. The neglect cases have gone up.

Mr. BEASER. The neglect cases have gone up and your adult cases have gone up?

Judge CONNELLY. That is due to the fact that in courts in Massachusetts juvenile jurisdiction is in one session and the adult is in another session.

In the Boston Juvenile Court, by special statute, we have concurrent jurisdiction with the adult court over adults as well as children.

When the police bring them in we feel it is a good system to hear the whole case, the contributor or the parent.

So, therefore, we have certain officers who will bring the adults before us. Now, some of them will be for neglected children, others will be for failing to cause attendance of their children at school. Still others would be the so-called, and the very serious offender, the contributor to delinquency.

We hear those cases together. They are private hearings, the public is barred. We are thereby protecting the children.

Now, they have increased because crime has increased, because delinquency has increased. The contributor can almost always be found. He may not be, what we will say, having the requisite mens rea as far as responsibilities are concerned, but, nevertheless, there are many, many places and people who probably, although not having mens rea, are definitely contributors to crime in children and in those cases the court deals with them on that basis.

Those who are willful, we give no quarter. We sentence them whenever we feel that for the sake of the children and the community it should be done.

Mr. BEASER. In addition to your remarks about "joints" in your prepared statement, have you any general observations to make concerning the use by juveniles of liquor and narcotics?

Judge CONNELLY. First of all, let me take the second, narcotics. If there is any problem of narcotics among children I think I would have seen it. Presiding over the Boston court which serves the entire Boston and the areas which, as I say, have 10 percent of the formal caseload of the State, I have never seen in children a case of narcotics.

I might say, well, I might not be able to recognize it. But through our citizenship training program and through the individual approach of probation officers, we have observed through medical and other testimony, children well enough to know whether there was drug

addiction or use. I have not seen a case, except one, and that was a case of barbiturates, the use of that terrible drug by a youngster who later turned out to be 18 years of age. He was not from this State. He had been a runaway from California. He had come across the country. He was arrested not for drug addiction, but was arrested for forging checks.

When we got him in court we noticed and through medical examination proved that he was a habitual user of barbiturates.

Now, as to the drunkenness, I have no doubt in my mind that there are some places in the city that serve liquor to minors. I have seen it in my court. I have reported it to the proper authorities.

I also hear, as a citizen, that there is a great deal more of drinking of beer and alcohol in stronger quantities by some of our children.

Mr. BEASER. Judge, have you had much of a problem with runaway boys and girls from other States?

Judge CONNELLY. We have had that problem during the war and since the war, and it is a very vexing one. It is one of the recommendations I would make that children, no matter where they come from, should receive the considerations that our knowledge, our experience, and our standards of American life require. We will find a child from another State and the State cannot send for that child.

Now, we feel in the comity between States that certainly there should be some assistance on the Federal level, a fund just like you had for mental health and public health, where States would be reimbursed to see that these children get back to the locality that knows them best.

The CHAIRMAN. You feel, Judge, then, that there is need for Federal legislation in that area?

Judge CONNELLY. Definitely. I give you one example, Mr. Chairman.

Just recently we had an Indian boy who came from an adjacent State, right up from the Canadian border. It took us something like 5 weeks back and forth with letters and so forth and finally got this answer which I have not been able to check, but an Indian boy had no rights; as far as his citizenship was concerned he was a citizen of all States and, therefore, that State denied responsibility for receiving that boy back into that particular State, which was the State of Maine.

Now, I realize the Indians were here before us and we own this country, but I thought it was a pretty technical way to deny responsibility.

The CHAIRMAN. We did not do very well by them, did we?

Judge CONNELLY. However, I point that out as an example. There have been many other examples of interstate situations where we have no money to send them back and they have no money to receive them.

Mr. BEASER. Judge, what happens to the boy in the meantime?

Judge CONNELLY. Well, Massachusetts is a very fine State. We took care of the boy and we placed him through a private agency here in Massachusetts. But if that boy breaks down in any sense of the word, I think that if Massachusetts takes care of him as a citizen of another State, that State should reimburse Massachusetts.

And, conversely, if a citizen leaves Massachusetts and comes under a category such as that boy, then we should reimburse that State or bring the person back to our State.

Mr. BEASER. In other words, the boy has been taken care of at State expense, all the time?

Judge CONNELLY. That is right.

I might say that we now in Massachusetts find—I am not an expert on this matter; it is public welfare—but we find now that our public welfare department and our youth service board will pay for the transportation of the child back to that State. That State will say, "We will receive him, but we won't pay for it."

Mr. BEASER. Have you used that resource recently, at all?

Judge CONNELLY. We have been doing that right along with our runaway cases. If the parents cannot afford it, we send them at the expense of Massachusetts.

Mr. BEASER. I have one other question.

The established youth service board is an added resource that you have now.

Judge CONNELLY. It has not lived up to my expectations; in 1947 I spent 7 months with some very hard working legislators and people in drafting that legislation and following it through the various stages of enactment. We felt that we had written a law that was progressive. We were sure that we were getting classifications into a system that did not have classification, where the needs of children would be met on the basis of evaluation from all the skills and techniques that science or understanding have brought, and that then we would be able to place these children in not only a State facility, but any facility that the State had not provided to meet that child's needs.

However, we warned that if we are going to deal with children as children, we should deal with them in the one system and not permit the transfer of the incorrigible, difficult boy to Concord Reformatory or a State prison for 250 years, thinking people in the community and in the world have argued against mixing up the children with vicious and difficult individuals.

Now, we have no security unit adequate enough, although we have recommended it and fought for it since 1948. The result is, and I am very happy to say this again because I have already said it in the newspapers, law enforcement, as you gentlemen know very well, is a complete fabric. It is not just correctional schools any more than it is just courts, police, or social agencies, or just the citizen.

It is a combination making one whole fabric, from Alpha, in other words, to Omega, we have the various standards, but they are integrated.

One year you have seen in my record, and I presume that is where the question came from, we had 44 boys and girls who had escaped from the school because we had not provided this.

I feel definitely it has caused some of our difficult cases when the court commits a person we say he should not be left in the community. We commit him for classification and particularly for the rehabilitation.

So, therefore, he should be held somewhere until he gets classification rehabilitation. That has not happened.

We are going to have it now, however, as a result of the effort of the mayor of Boston, a representative of the legislature, myself, and Mr. Coughlan sitting down, in which we said we cannot wait three and a half years for a building, let us look around and find one, it has already been found and which was adopted.

That is at Breakwater, Mass.

In the meantime, they are still escaping. Just a week ago there was a very vicious assault upon two soldiers by an escapee from the school.

The CHAIRMAN. You say that the problem you are referring to is an exhibition of things. Juvenile delinquency is an exhibition of things.

The Chair has been searching for the answer to this problem; are you able to tell this subcommittee what is the principal factor in your judgment that contributes to juvenile delinquency?

Judge CONNELLY. You say "juvenile delinquency," not the individual delinquent. Until we raise in the neighborhoods of this country the moral standard so that children will look and see absolutely standards of morality and decency and know right from wrong, we are going to have the reflex of that moral standard as good. If we don't, if we have it variable, relative, no matter how good the home is, a certain type of child will respond to bad influence.

I feel that the first factor is the moral tone of the neighborhood.

The CHAIRMAN. What you are saying is that until we get rid of adult delinquency we won't get rid of juvenile delinquency.

Judge CONNELLY. That is right.

Mr. BEASER. I have one question on truancy. We have been told that one of the first signs of predelinquency is truancy. Do you feel that you get to the child, or the child is gotten to early enough in the juvenile delinquents you have seen, a child who is exhibiting signs of delinquency through truancy, do they come to your attention, the proper authorities' attention, early enough in your city?

Judge CONNELLY. In Boston, and I again speak of my jurisdiction, first of all, truancy is a forerunner to crime in that it is a symptom of something wrong with the youngster.

But the truancy might be because the home life was bad, or something else, or that the child had a low I. Q. and was in the wrong grade and was incapable of meeting the standards.

First of all, a peculiar system in Boston is, and I feel it is a good system, the child is truant and a problem in his neighborhood, I see nothing wrong with transferring that child to a specialized school where specialized teachers will handle that child. That makes sense to me.

Therefore, the only truants I see are those who the principal does not want to release to a daily school, which is out here in Roxbury, the Gertrude Godvin School.

So I might see 9 or 10 or 12 truants a year because he is still in my jurisdiction, but I have a lot of boys and girls who have been transferred because of their truancy to the Godvin School.

So they would go in the Roxbury court and the Roxbury court would be better able to answer that.

I agree, however, that truancy is a definite symptom, and we have an adequate law to pick them up in the streets if it is done.

Mr. BEASER. You feel that if adequate services are available at those first signs of delinquency something can be done with a lot of the children?

Judge CONNELLY. That is right.

Mr. BEASER. I have no further questions, Mr. Chairman.

The CHAIRMAN. Mr. Bobo?

Mr. BOBO. No questions.

The CHAIRMAN. Senator Hennings?

Senator HENNINGS. I have no more questions.

The CHAIRMAN. I have one further question, Judge, and I was the one who was not going to ask any questions.

Have you any suggestions to make for the benefit of this subcommittee which we could use as our future course of action as we proceed to conduct these hearings about the country?

Judge CONNELLY. I think you are doing very splendidly now. I think, as I said in the opening of my remarks, that the implications of delinquency are national. Children are national in their scope and nature and conditions and so forth, and I am delighted that at last America is turning at a central point to gaze at this country inward.

It is true our international problems are of primary concern, but even if we solve them and within cold war, I think it will be a pyrrhic victory if we let delinquency go on because that is a symptom and it spreads, it spreads across State lines and it spreads across this Nation because from my humble opinion the symptoms are the same here as they are somewhere else.

I think in conducting the hearings as I heard part of them yesterday afternoon, I certainly have been honored by you this morning, you have been very kind, but I could not improve on your method.

I believe that as long as constructive and intelligent thinking people of whatever State you go to are summoned before you, you will bring out of course, through your own effort, a great deal of help to the children of America.

The CHAIRMAN. Thank you very much, Judge. We are indebted to you for the contribution you have made to this record from which we must write a report to the Senate of the United States.

Judge, you have with you, Mr. O'Leary and Mr. Carter, who have been helpful to you, I know.

Judge CONNELLY. This is Mr. O'Leary here, who works in the juvenile court, the research department.

Mr. Carter is the probation commissioner from Massachusetts, a career man in that field. I am the chairman, which is the advisory part of the board. Mr. Carter is the man on the job 24 hours a day.

The CHAIRMAN. Mr. Carter, do you wish to make any comment?

Mr. CARTER. Mr. Chairman, we were only brought here in case a technicality or two, having to do with statistics, was asked Judge Connelly, but as the Chair has already said, he has covered the situation so grandly.

The CHAIRMAN. Profoundly.

Mr. CARTER. Profoundly; yes, sir.

I am afraid, sir, the judge left no work for us to do.

Judge CONNELLY. I disagree. It sounds like a mutual admiration society.

The CHAIRMAN. We will not translate it in those terms at all.

Senator HENNINGS. I would like to ask, with the judge's indulgence, I would like to ask Mr. Carter a question.

Mr. Carter, what is your general view as to the value of statistics in this field? In other words, do you not think that we have to allow a certain margin for error and varying interpretations, depending upon what we are really talking about when we say that juvenile delinquency is increasing or decreasing, as the case may be?

MR. CARTER. Well, sir, I quite agree that statistics can only show a trend. As has been demonstrated I suppose in some areas where the youngsters through the local courts or the community efforts or the police efforts are not brought into court, but are treated extrajudiciously, why, your legal statistical delinquency rate drops way down.

You have just as much probable delinquency in this community, but it is not brought to the court officially.

However, we do find in the board of probation that statistics help us a great deal and we have for each court, as I think your committee has before it, complete data from all of the courts. That gives us an opportunity to compare one court with another.

Now, courts differ in dispositions, but the end result may be the same. But that gives us a point of inquiry when we visit the courts for help.

Senator HENNINGS. Thank you, Mr. Carter.

The CHAIRMAN. Gentlemen, we are deeply indebted to you. Thank you very much.

Counsel will call the next witness.

MR. BEASER. Judge Charles I. Taylor.

The CHAIRMAN. Judge Taylor, the subcommittee welcomes you here this morning. We are grateful for your presence. We know you are going to make a fine contribution to the record of this subcommittee.

STATEMENT OF HON. CHARLES I. TAYLOR, JUSTICE, MUNICIPAL COURT, ROXBURY, MASS., ACCOMPANIED BY THOMAS A. MONAHAN, JUVENILE PROBATION OFFICER

Judge TAYLOR. I am very happy to have the opportunity to be here. I brought with me Mr. Thomas Monahan, one of our juvenile probation officers, in the event I needed any assistance.

The CHAIRMAN. We also welcome him.

Now, Judge Taylor, will you state your full name, home address, and your occupation, for the record?

Judge TAYLOR. Charles I. Taylor, 148 Commonwealth Avenue, Newton. I am one of the two full-time justices of the municipal court of Roxbury.

The CHAIRMAN. How do we address you, Mr. Justice or Judge?

Judge TAYLOR. Well, I have to tell you how my wife addresses me. Most of my friends call me Charles. I guess my official title is "judge."

The CHAIRMAN. Have you any formal statement?

Judge TAYLOR. No; I tried to give up making speeches after I left the legislature, and I really came prepared here to answer any questions or give you any information as I am able.

I did not come here with any prepared manuscript.

The CHAIRMAN. Then I will turn you over to counsel for the subcommittee.

Judge TAYLOR. I made a lot of notes as I sat here. I will be glad to answer any questions. I have some views on certain subjects which may or may not be helpful to the committee.

The CHAIRMAN. Will counsel proceed with the examination of the judge?

Mr. BEASER. Judge, before I begin, let me say this: that if any of my questions do not get to those views which you want to express, please feel free to express them, whether or not I ask the question.

Will you tell us a little bit about your work in the Roxbury district court insofar as it relates to juvenile delinquency?

Judge TAYLOR. Yes. The Roxbury court is situated in an area that has a great cosmopolitan population. We have all races, creeds, religions, and color in the Roxbury district of the municipal court.

Now, let me call to your attention, gentlemen, that the municipal court of Roxbury does not only include Roxbury. We have a portion of Dorchester; we have a portion of Back Bay; we have a portion of Jamaica Plain, and we have a portion of South End.

Today I would say that we have close to 200,000 population within the area over which the municipal court of Roxbury has jurisdiction.

In that area we have 7 housing projects now that are filled, and we have another one that is being erected which will soon admit 800 families.

We have a great district; it is a very historical district, if I want to start boosting Roxbury despite all the adverse publicity we have been having.

It includes such institutions that are nationally known, like the Boston Museum of Fine Arts, the Garden Museum, the New England Museum of Natural History, Boston University, Boston University Medical School, Harvard Medical School, Tufts College Medical School, Massachusetts College of Pharmacy, and we have many of the best hospitals of the country within our district.

We have the Boston Fire Department headquarters. We have the meat industry, which was formerly located in the North End, now in the Roxbury district end. And we have many, many churches.

Despite the fact that we have juvenile delinquency we still have a lot of churches who are doing a marvelous job to curtail it. We have over 130 churches in Roxbury.

We have about 115 schools in Roxbury. We have 30 hospitals in Roxbury.

As I said, we have eight housing projects in Roxbury.

It is a large area geographically and it is large in population.

Does that answer your question?

Mr. BEASER. What I was trying to ask, Judge, was what does your work on the bench consist of in respect to juvenile delinquency?

Judge TAYLOR. We have two full-time justices, Justice Thomas Spring and myself, and we have two special justices who are called when we need them, and on occasion we have to call in other special justices.

We are a full-time court. We have criminal sessions every day in the week. We have civil sessions 1 afternoon and 1 day in the week.

Then we also have a juvenile session that we set aside on Thursdays. Judge Spring and I sit alternately on the juvenile session so that both of us are familiar with the boys and girls who come before us. We have a large juvenile business.

The CHAIRMAN. What is your average caseload a day for juveniles?

Judge TAYLOR. I perhaps can give it to you by showing in 1951 we had 500 juvenile cases. In 1952 we had 443.

In 1953 we had 519, which would give you an idea, and most of the cases are scheduled for juvenile day, although some of them are handled on other days in the lobby of the court.

Some reference has been made to a district court or circuit court or specialists in juvenile judges.

Mr. BEASER. Would you want to comment on that?

Judge TAYLOR. Yes, I would like to comment on it.

If I were to be selfish in the matter, I would say let it go through, appoint 8 or 9 more judges, because, let me tell you, gentlemen, when you sit down as a judge in the juvenile court, when you go home at night you really go home with a grievated heart. You see some of the most pathetic things that one would ever hope not to see. You have to see heartbroken mothers, heartbroken fathers. Tears are copious in a juvenile court.

Then sometimes it becomes the distasteful duty of the judge to send the juvenile away. Now, if a judge has an ounce of red blood coursing through his veins, he is going to feel that and he goes home that night and he carries it with him and if he has an ulcer it is going to aggravate it.

He goes home with a disturbed mind. If I were selfish about it, I would say let the other fellow have it, it would be less work that I have, but I think we would be doing a disservice to the juvenile.

In these days of economy it is all right to set up more jobs, create more judges. It is all right as far as I am concerned.

But how about the youngster? Who is better able to cope with the youngster who comes before us than the man who knows him, who knows his family, who knows of the particular surroundings from which he comes?

I have lived in Roxbury for 50 years. I have represented them in the city council and in the Massachusetts State Senate. I have lived there all my life.

Judge Spring has lived there all his life. He has been connected one way or another in the municipal court of Roxbury for over 30 years. He lives right there at the borderline of Roxbury, knows Roxbury well.

Are we going to render a service to the juvenile by bringing in a man from way out in the western part of the State who will rotate and come in here, who knows nothing at all about the boy; who knows nothing at all about the environment, knows nothing at all about the surroundings?

He will have to rely solely upon the probation department and while I feel we have one of the finest probation departments in the country, nevertheless they are still probation officers and they are not the judges.

I have been brought up in a substandard area. Judge Spring has been brought up in a substandard area in Roxbury. We understand the problems of the boy. We have been through it ourselves.

Who is better qualified to pass judgment on those boys?

Senator HENNINGS. May I ask you, was this area substandard, as you have characterized it, when you were a youngster yourself growing up?

Judge TAYLOR. The portion from which I came was substandard. There is now a housing project in that area.

Senator HENNINGS. Has it changed materially for the better or worse since you were a young boy?

Judge TAYLOR. Yes, I think it has changed. I don't know what you mean by better or worse, because poor people are good people, too.

Senator HENNINGS. You said substandard.

Judge TAYLOR. I would say the middle class and wealthier class of people are moving out of Roxbury and there is an influx of those who come, as I say, from the poorer classes, coming into those areas that formerly were inhabited by the middle and wealthier class of people.

We have in there eight housing projects which would give you an indication.

Senator HENNINGS. That is what I was getting at, what I was hoping to develop, Judge. What, if anything, is being done—and, of course, I do not speak of substandard people—we are all well aware that money is no criterion in judging or determining morals, fitness, character, or any of the other qualities of life.

I was speaking of substandard as you had used substandard, I assume to mean dwelling places.

Judge TAYLOR. Exactly.

Senator HENNINGS. Now, what has been done with respect to housing projects in the area?

Judge TAYLOR. We have now seven beautiful housing projects, beautiful edifices. We have 1 that is now being built and will be soon occupied by 800 more families.

Senator HENNINGS. How about recreational facilities?

Judge TAYLOR. I was coming to that, Senator. We have gotten together figures, and, mark you, 2 or 3 of these housing projects have been recent. Thirteen and a half percent of our juvenile cases come from housing projects.

I have always been in favor of housing. I think they are a great thing to lift the standard of living of a poor fellow that has never known what it is to have a warm living room at a price which he can pay.

I think the Federal Government is to be congratulated for what they have done, with the exception of this: Their planning did not go far enough, although the first housing project we had, which was in South Boston, they did have supervised recreation and I don't think there was much juvenile delinquency from that housing project, as I am told.

But now we have no recreation areas or very little recreation areas; we have plenty of room in the housing projects for parking of cars.

As a matter of fact, the housing project that they are now building near Roxbury Crossing, they have removed from that area a beautiful play area upon which they are setting a portion of the housing project.

So that when they get this housing project of 800 families, which to say at the minimum have 2 children to a family, which will house 1,600 children in a very small and concentrated area, you have no place for them for recreation whatsoever.

Further than that, you have nobody who will supervise their recreation, which is even more important in my opinion.

I think the Federal Government, and this is something over which you gentlemen have considerable control, could at least reduce a good

part of our juvenile delinquency by furnishing funds, even in these days of economy, by furnishing funds for this very purpose.

I had a case yesterday—you talked about gangs and I would like to enlarge upon it, if you gentlemen are interested in it.

The CHAIRMAN. We certainly are, Judge.

Judge TAYLOR. I had a case yesterday which was the nearest thing to a gang that I have seen since I have been on the bench. You hear a lot of people talk about gangs and I assume that you gentlemen mean organized gangs, I mean a gang that has a boss at the top who gives orders and they go down. I have never seen one since I have been on the bench in Roxbury, despite the publicity given by those who make statements without backing it up.

I tell you one thing, one gentleman made that statement and there was a meeting at the mayor's office and the police commissioner, Commissioner Thomas Sullivan, who was there—and there is a gentleman with whom I have very seldom agreed—but in this case he asked the gentlemen:

"Name me one gang so I can send my police out." And he could not do it.

So I agreed with Commissioner Sullivan, and that ought to be news in Boston today, on that particular instance.

But the nearest thing I had to a gang was yesterday. We had six boys in for juvenile offenses. Two of these boys were leaders. We found out by investigation that they were dominating a lot of young fellows, making them commit crimes, making them go in and cash a forged check, they beat a boy up, broke his nose; he had to go to the hospital.

That was the first instance of any semblance of a gang.

In these boys' cases, two of them had slight records. I sent them away to the Youth Service Board. That is the type we want to nip in the bud so that we can send right back to the rest of those in housing projects "You had better cut out that kind of stuff or you will get the same method."

The CHAIRMAN. Judge, a gang whether juvenile or adult could not exist without a leader, could it?

Judge TAYLOR. That is right. That is my impression of a gang. It seems that these 2 boys really dominated these youngsters who were afraid to even tell anything or say anything for fear of being beaten up and I got beaten up.

As a matter of fact, the father of 1 of these boys was afraid of 1 of the young leaders, but we have disposed of them like we disposed of them in the case of vandalism in some of the schools and we have very little of it at the present time in Roxbury.

Mr. BEASER. Dr. Gardner testified concerning his work in Judge Connelly's court. Have you available the services of the Judge Baker's Clinic in your court, too?

Judge TAYLOR. We don't have any such clinics, but we have available a clergyman from each denomination, from the Catholic, Protestant, and a clergyman from the colored denominations, and we have a man that represents the Big Brother Club for the Jewish religion. They are all very cooperative. Their interest at all times is for the welfare of the boy, and never once, if they feel the boy has to go away, if he is incorrigible, they never hesitate to say so to the judge.

We have splendid cooperation from them and we have splendid cooperation from the police in these matters. We have three police divisions in our court and every one of them gives us splendid cooperation as far as juveniles are concerned.

Mr. BEASER. If you have a boy before you who you think, or the record indicates, needs some psychiatric care, are you in a position to give it to him locally?

Judge TAYLOR. Yes. We send him to the Youth Service Board on a continuance of 3, 4 weeks, and there he is given a thorough clinical observation.

Mr. BEASER. Does that mean he has to leave his own home?

Judge TAYLOR. Yes.

Mr. BEASER. Supposing you felt he could get that kind of service on an outpatient basis?

Judge TAYLOR. Occasionally we have that, but most of them are unable to obtain it because they have no funds to obtain it. But occasionally we have that and we permit it.

Mr. BEASER. You have no funds available?

Judge TAYLOR. We have no funds whatsoever available.

Mr. BEASER. Judge Connelly said that we might ask you more appropriately the question which was addressed to him, about truancy, and the incidence of truancy and the treatment that is available to truants. They seem to come into your court; is that it?

Judge TAYLOR. They come into our court by reason of the fact that the Godvin School is located in our district.

I guess the Boston school system is set up so that truants from any part of the city of Boston, habitual truants, are sent over to the Godvin School. We probably have there about 150 pupils at all times and I want to say publicly that the personnel are doing a splendid job there on these habitual truants from all over the city.

A question was asked whether or not truancy precedes crime. I would say in some cases, but I think in more cases, crime precedes truancy. I think the boy that commits the crime later becomes truant. It works the other way in many cases.

But we find that we have a marvelous system in Roxbury. We don't bring them right into court on his first truancy. He sits down in the probation office and has a hearing there and the probation officer and the school officials try to straighten him out.

Then if he persists he is brought into court. I am happy to say that 4 out of 5 of all the truants that are brought before us are cured; that they go back to school and stay in school.

The other 20 percent of them we have to have in and out and sometimes we have to send them to the Middlesex County Training School. It is a school provided by the State for that purpose, for the truant, where they house him, where they give him his education and feed him and keep him.

Mr. BEASER. That is run by the Youth Service Board?

Judge TAYLOR. No; that is run by Middlesex County and we pay for our portion of it.

Mr. BEASER. You also commit truancy to the Youth Service Board, too?

Judge TAYLOR. Only when it is coupled with a crime. I don't recall any case where I ever sent a boy to the Youth Service Board except when it is coupled with a crime, or where he is so close to 16,

and I can't recall that—I have had it in mind to send one on occasion, but never did.

Mr. BEASER. No further questions.

The CHAIRMAN. Senator Hennings?

Senator HENNINGS. I have no further questions.

The CHAIRMAN. Judge, I have one question.

What facilities do you have for children who are detained for further trial and hearing?

Judge TAYLOR. You mean on a case where the boy has to be bailed?

The CHAIRMAN. Receiving centers where you hold them. Do you have any place?

Judge TAYLOR. First of all, they are taken by the police and brought immediately into court. That day they come before the court the case is either continued, either heard then, or is continued for the following Thursday. Most of the cases are allowed to go on their personal recognizance in the custody of their parents. Those that we feel must be held, the more serious cases, or the habitual offenders, we have a detention center run by the Youth Service Board, for boys.

For girls we have nothing, absolutely nothing.

So then we have to rely on other agencies. We have to try, if it is before 10 o'clock in the evening, to take them in the House of the Good Shepherd, or they may have to go down to the welfare department on Hawkins Street in the room they have for such a purpose.

The CHAIRMAN. You do need some facilities for taking care of these youngsters?

Judge TAYLOR. No question about it, so far as girls are concerned, we do need a detention center for girls.

The CHAIRMAN. Do you think your present facilities are adequate for the boys?

Judge TAYLOR. Yes.

The CHAIRMAN. Does that apply throughout the city of Boston?

Judge TAYLOR. The same system works in every district court in the city of Boston, including the Boston municipal court.

The CHAIRMAN. We found in our investigation in the District of Columbia in your great Nation's Capital, the facilities were shocking. We are hoping that this Congress will do something about that.

Judge TAYLOR. Well, Mr. Chairman and gentlemen, a lot of evils can be taken care of by money; there is no question at all about it.

While I do not know how far this committee or the Senate of the United States can go, probably with the exception of housing projects, I think they are doing a great service to the country, and I am not throwing any bouquets, if only they are bringing to the attention of the local officials the great need for doing something insofar as juveniles are concerned.

I have in mind that when they are economizing this is the last place in the world they should economize.

The CHAIRMAN. Judge, I am glad to hear you say that because in the debate on the floor of the Senate the day before yesterday I said that the youth of our country was our greatest national resource. We cannot pinch pennies when it comes to the needs of our children.

Judge TAYLOR. I may say, gentlemen, I came from a substandard area; we were able to resist temptation. Our district attorney came from the same area and a great many good lawyers have come from

the same area, because we had parents who were really looking out for our interests.

Juvenile delinquency in Roxbury, in my opinion, from what I see of it, is caused by parental delinquency, broken homes, drunken fathers, drunken mothers, and economic conditions.

The CHAIRMAN. Principally these youngsters who are in trouble come from homes where there is a lack of love and affection; is that true?

Judge TAYLOR. I would say so.

The CHAIRMAN. Are there any further questions?

Mr. BEASER. No further questions.

The CHAIRMAN. We are very grateful for the contribution you have made to this record this morning. We are going to read your testimony with great interest as we prepare our report.

Judge TAYLOR. Thank you.

The CHAIRMAN. Mr. Monahan, did you have anything you wanted to add?

Mr. MONAHAN. No, I think my friend, Judge Taylor, has covered the Roxbury situation very well, thank you.

The CHAIRMAN. We are grateful for your presence here today.

Will counsel call the next witness?

Mr. BEASER. Mr. Arthur E. Paul.

The CHAIRMAN. We welcome you here this morning and are grateful for your presence.

STATEMENT OF ARTHUR E. PAUL, CHAIRMAN, MASSACHUSETTS COUNCIL OF JUVENILE PROBATION OFFICERS

Mr. PAUL. Thank you.

I wish to advise the committee my name is Arthur E. Paul. I live at 42 Orchard Street, Jamaica Plain; married, the father of 4 children, and proudly, 2 grandchildren.

I might say that I have been the juvenile probation officer at the West Roxbury court for the past 7 years.

Before that I spent 11 years as supervisor of boys in the state division of child guardianship.

The CHAIRMAN. Do you have a prepared statement?

Mr. PAUL. I have.

The CHAIRMAN. If you want to follow your prepared statement, you proceed in your own manner. If you would like us to interrupt at any point—

Mr. PAUL. I have no objection to any interruptions. I have statistical papers and other things to verify anything I have here.

The CHAIRMAN. Thank you, Mr. Paul.

Mr. PAUL. In accepting this opportunity to express to you the thinking of many of the probation officers of this Commonwealth on the subject of your investigation—the prevalence of juvenile delinquency—it is my hope that an objective view of the broad subject as it applies to the children of Massachusetts can be of some assistance in your deliberations, even though the conclusions which may be reached are far different from the sensationalism which characterizes much of the treatment of this problem.

It is our feeling that any such study must cover such period of time as will show a general picture, not colored by a series of lurid crimes happening within any short period.

Massachusetts, in the forefront of the Nation in keeping central statistics, shows the pattern throughout the entire State, and this picture now is one of encouragement over a period of years.

It must be obvious to your committee that since 1914 when records were first assembled on a central basis, Massachusetts has made steady progress. Through these decades we have seen a steady decline in the number of juvenile cases, interrupted now and then during periods of national crisis, as from 1942 to 1945, and from 1950 to 1953, even in the face of a steady increase in the population of the State.

In contradiction of this statistical picture we find those most intimately connected with the problem making statements as widely divergent as those appearing in a national magazine—*Newsweek*, November 9, 1953, page 29—when the chairman of our youth service board explained a slight increase in figures on the fact that:

Children now wind up in court for the offenses that we used to kick them in the pants for and send them home—

and in the same article, the judge of the Boston juvenile court said:

We have an entire city terrorized by one-half of 1 percent of its residents, and these residents are children.

Such statements of absolute variance must confuse the citizens of the Commonwealth who have been leaders in social progress. Such a confusion in public opinion interferes with the steady attack on this problem which must be carried forward without sensationalism.

An example of this overdramatic treatment has attended the problem of narcotics, especially as it applies to children. For months every person who read a newspaper, listened to radio or television, has heard the constantly repeated phrase, "Stop the narcotics problem; save our children."

From the experience of many years' participation in the work of at least 50 different juvenile courts of the State, without hearing of a case of this type, I decided to find out for myself how much of a problem this was to Massachusetts children.

Neither the Boston public school system nor the parochial schools of Boston had ever known of a single case. A special survey of probation records from 1940 through 1952 shows that in 1941 two boys appeared before the Boston Juvenile Court for possession of narcotics and their cases were filed.

In 1948 one boy appeared in a court outside of Boston, and his case was dismissed. In all the thousands of children known to our authorities, those were the only known cases. Could that justify the publicity, interesting other youngsters in seeking new thrills?

The majority of probation officers feel the same way about the constant flood of publicity about juvenile delinquency. Less than 2 of every 100 children in this State ever become involved with the courts.

The other 98½ percent must feel that they are not acting normal, if they do not develop delinquent traits.

Let the emphasis be placed on building up the large majority who are extremely well behaved in the face of all the temptations of modern civilization.

The CHAIRMAN. May the Chair interrupt you for one minute to express his gratitude to you for bringing to the subcommittee this note of confidence.

I know we have a problem, but I have long felt that sensationalism has overemphasized many facets of this question of juvenile delinquency.

Mr. PAUL. I was going to illustrate by two examples, if I may, what I call sensationalism.

The CHAIRMAN. You certainly may.

Mr. PAUL. About a year ago a young girl from Jamaica Plain, went over to spend a couple of days with an aunt of hers in Dorchester. While she was there her birthday came up and the aunt thought it would be nice to have some of her friends in and have a little party.

So she called some of her girl friends in Jamaica Plain to come over to the party. The girls who were invited told the boys in the neighborhood about it and so a group of boys from Jamaica Plain went over and attempted in the parlance of the day to crash the party.

They were not welcomed and the boys became boisterous.

So the police were called and some of the boys were arrested and brought into court and they were made to pay for the damage to a door that had been broken.

But that day there appeared in some of the Boston papers a story: "Police called in gang war," "Girl assaulted for refusal to join sex ring."

So the police captain in Jamaica Plain sent two of the detectives to this girl's house and they interviewed the girl in the presence of her mother. The mother said she had never heard of any such thing and the girl said she had never heard of any such thing.

So the police inspector suggested that they call the reporter of the paper to see where he got the story. In the presence of the police inspector they called the reporter and he said to them, "Well," he said, "the public likes to read that sort of thing and it keeps the police on their toes."

That is illustration No. 1.

Illustration No. 2 happened Halloween night here in Boston just this last October. If you recall, Halloween was on a Saturday night. Perhaps the best Halloween night we have had in years.

But Sunday, on the hourly radio broadcast of news to which we all listen, I heard the story constantly of "Three police officers being injured breaking up gang that was in Jamaica Plain."

So they kept repeating it all day. And it said, "Six juveniles await appearance in the court."

Under the law I have to be notified when juveniles are arrested, immediately. And I finally called the police station and asked what happened that they did not call me. They said, "Why, there wasn't any gang war. No policemen were injured breaking up any fights."

The lieutenant explained to me what happened. He said a group of boys were going to a party in this area. The police cruising car came along and they saw that some of them had some beer with them. They stopped them, and they were too young. They took them to the police station, sent for their parents, made them take them home so they would not get into trouble.

The other group went along to the party that was down there. So then, as it came to the close of the evening, the sergeant who had originally stopped those boys said, "I think when I am going off duty I will swing by that place where that party is and make sure everything is all right."

So he changed in plain clothes and he said to the fellows in the cruising car, "As you go down by there, I will look in on that thing."

It is a little dead-end street you can go into. He said, "You drop me off at the corner and I will walk up and see that everything is all right and you go around the other way."

So the sergeant started up through the back way and the cruising car went around toward the front. All the youngsters were coming out of the party that was there, a Halloween party, at the same time. They saw the cruising car come around this corner of the street and they said, "Oh, somebody else is going to get pinched."

They all took off at the same time around the other corner. They bumped into the sergeant and knocked him to the ground and he was injured and broke his shoulder.

An unfortunate accident. But there was no gang fight. There was no gang war. There was nobody arrested. That is what I have in mind.

The CHAIRMAN. The Chair is very happy indeed that there is no official record of his Halloween pranks. I am sorry to have interrupted you.

Mr. PAUL. Shall I continue now, sir.

The CHAIRMAN. Please.

Mr. PAUL. The experience of this State in controlling what has become a major problem in many other areas has been no accident. Constantly improving standards of procedure have been in large measure responsible.

The extension of juvenile probation officers to practically all the courts has had a large part in this progress.

Any children's agency will willingly testify to this improvement. The insistence by the board of probation and the administrative committee of the district courts on appointment of trained personnel ended the day when the fellow who held the judge's coat could be appointed a probation officer.

Chapter 119, section 64, of the Massachusetts general laws places upon the board of probation the duty of supervising the work, and they have been diligent in constant directives, conferences, in-training institutes, issuance of manuals of law and procedures, even to prescription of standard forms for the use of all courts.

The work of the probation officer in Massachusetts is clearly defined in the laws, with section 57, chapter 119, requiring a complete investigation of the wayward or delinquent child, as to his home, school, neighborhood and previous behavior, requiring the presence of the probation officer in the court when the case is heard.

Section 55 of chapter 119 provides for the attendance of a representative of the Youth Service Board, if the judge feels he can be of assistance. The presence of an agent of the department of public welfare is mandatory in cases of neglect.

Chapter 119, section 67, requires that the probation officer be notified immediately upon the arrest of any juvenile, to make arrangements for his care pending court appearance.

Massachusetts law further requires the appearance of any person under arrest before the court on the following day. This brings us to consideration of the recent message of His Excellency, the Governor, in which he expressed the belief that the problems of the juvenile offender can best be handled by those who devote full time to these matters.

The juvenile probation officer is required by law to be on the job 24 hours per day on a 7-day basis. His work starts the moment the child comes to the attention of the police, not when the child reaches the court.

In another part of the Governor's message he recommends the approval of a study committee suggestion for the establishment of juvenile circuit courts. This law is not yet written so that it is necessary to deal with the subject generally, but the chairman of the committee suggests the appointment of 10 juvenile judges to sit on a circuit basis.

The question of jurisdiction has not yet been determined. It is possible that the sittings of these courts would be weeks apart in some instances, requiring youngsters to await a prescribed day, in contrast to the present district court system of having the child arraigned the morning after his apprehension and temporary plans made at once for his care, pending investigation and recommendation.

The system of district court juvenile sessions which has produced steady progress over many decades cannot be lightly dismissed in favor of a centralized circuit court, which must be trained for years to recognize various neighborhood factors, which are of so much assistance to the district court judge.

It is interesting to note that one of the few changes in the law relating to juvenile procedure in recent years increased the jurisdiction of the Boston juvenile court to cover adults charged with neglect of their children, and adults contributing to the delinquency of minors so the Boston juvenile court could handle the entire problem the same way in which the district courts already cared for the situation.

The district court in Massachusetts can most easily be described as the family or neighborhood court. A system which could handle 6,300 cases with only 66 appeals, as the district courts of Massachusetts did in 1953, is not lacking in the confidence of its citizens.

THE CHAIRMAN. Are your district courts comparable with what we call county courts in other States?

MR. PAUL. The expenses of all district courts in Massachusetts are paid by the counties. In Boston we are the county of Suffolk. All the district courts are in the county of Suffolk.

The same situation exists, they are all on a county basis, all the district courts.

MR. BEASER. But they do not in Boston cover the entire county of Suffolk? The county is subdivided?

MR. PAUL. Yes. We have seven district courts in the district. Some of them are termed municipal courts. There is the municipal court of West Roxbury, where I work, for instance.

MR. BEASER. It is all part of Suffolk County?

MR. PAUL. It is all part of Suffolk County. Suffolk County is the largest area of population in Massachusetts.

Some probation officers differ in their opinions as to whether it is advisable to have the judges represent the community, not the defendant, and that by surrounding himself with capable probation

officers, court chaplains, representative of public and private social agencies, and such medical and psychiatric help as may be needed, he is protecting the child, also the society under whose laws we live.

Excuse me. If I may interpose just a comment there, the question was raised, I think by Mr. Beaser, about clinical facilities in Boston or in the State.

I think it would be well to emphasize the fact that there is no resource in Massachusetts for the treatment of any child which is not available to every court in Massachusetts.

The question came up by the Judge Baker Guidance Center, for instance; I have cases there. There is no facility in Massachusetts which is not available to every child. We have many habit clinics, rehabilitation clinics, the habit clinic in Boston on Blossom Street.

There is one at the Children's Hospital. We have the psycho clinic at the Boston Psychopathic Hospital.

MR. BEASER. Do you recall if those facilities that are available are utilized by the judges in the district courts with equal freedom and facility, or is there a variance in the amount a particular judge will use the clinic?

MR. PAUL. I would say that I would have to fall back on a basic fact, that in the administration of any different functions of government, there are variances according to the personalities of the persons involved.

I do not have the participation of most of the courts and if there is failure on the part of some courts to use available facilities, it has not been publicized to our knowledge.

That is, we assume that they are all being used and in my mutual work with different probation officers I know of the facilities that they have and that is one of the reasons for the organization of our group so that we can discuss the facilities and have them. That is the reason for the training institutes of the Massachusetts court of probation.

MR. BEASER. To some extent it would depend on the court to which the child came as to whether he would get the psychiatric care outpatient or commitment to one of the institutions or to the service board.

MR. PAUL. I would feel that that would be a matter that would be determined completely on the basis of what the picture may show. I mean the situation you explained. I may have cases within a week which will call for the three different types of treatment you mentioned.

MR. BEASER. Was it within the same city, the same child might be handled differently depending on the court; is that it?

MR. PAUL. It might be, but it would be unusual because there is no facility nor is there any difference in law, legally or actually, in the treatment given to any child in any court in Massachusetts.

This committee—may I refer back to the study committee which I mentioned about the Governor's annual message—this committee further suggests that the judges should devote part of their day to the institution of programs for the prevention of delinquency.

It is the feeling of probation officers that their work is dependent upon good neighborhood relationships, and the probation officers can carry out this responsibility.

The extension of these preventive programs is one we would like to see emphasized. Originally designated as the first function of the

Youth Service Board, more pressing problems have delayed this phase, but we approve their enlargement of this program. This is only one of many things we feel will help our efforts.

Some probation officers don't have sufficient office space, or clerical assistance, caseloads are too large to allow individual casework. Many are long distances from clinical or detention facilities. Many are disturbed because of the inability of private agencies to accept as many children, due to the failures of community fund drives and the drop in public contributions.

We bring these matters to the attention of the public so that our problems will receive first consideration. No one will disagree that the most acute problem is the one that reaches the court. We would like to have priority for court cases in all public facilities, particularly mental clinics for treatment purposes and more consideration from private agencies because of the acute nature of our problems.

This Senate committee can be helpful to us in many ways, first and foremost by keeping the emphasis upon the fact that Massachusetts is making progress without sensation. This committee can recommend the allotment of public funds under the Public Health Act for the extension of mental clinics in areas which are unable to provide them. This committee can consider some Federal plan for the return of out-of-State runaways.

One matter which has been of great concern to probation officers has been brought to your attention already, but we wish to strongly urge some action to prevent Massachusetts boys being rejected for military service because of juvenile records.

We feel that Massachusetts progress in establishing a central record bureau has been the means of penalizing our boys, and we would respectfully request your committee to recommend some time limit beyond which those records would not be used.

The CHAIRMAN. Thank you very much, Mr. Paul.

Does counsel have any questions?

Mr. BEASER. No questions.

The CHAIRMAN. Senator Hennings?

Senator HENNINGS. I have no questions, Mr. Chairman, but I would like to thank Mr. Paul for his excellent contribution to the work of the committee.

The CHAIRMAN. You have made a great contribution to our record today. It will be used, you can be sure, as we study the record to write our report.

Mr. PAUL. Thank you.

Mr. BEASER. Mr. Stephen L. French.

The CHAIRMAN. Mr. French, this subcommittee welcomes you here this morning. We are thankful for your presence.

STATEMENT OF STEPHEN L. FRENCH, MEMBER, MASSACHUSETTS HOUSE OF REPRESENTATIVES, AND CHAIRMAN, RECESS COMMISSION ON JUVENILE DELINQUENCY

Mr. FRENCH. My name is Stephen L. French. I live at 1467 Gardners Neck Road, South Swansea.

I am a member of the Massachusetts House of Representatives. I am also serving as chairman of the Recess Commission on Juvenile Delinquency.

The CHAIRMAN. Do you have a prepared statement?

Mr. FRENCH. I have, sir.

The CHAIRMAN. You may present it in your own manner.

Mr. FRENCH. The Recess Commission on Juvenile Delinquency, of which I have the honor of being chairman, was established by the legislature in 1947, and has been continued by legislative actions since that time.

The membership, which comprises 2 senators, 3 representatives, and 5 members appointed by the Governor, is as follows:

Senator Silvio O. Conte of Pittsburgh; Mary L. Fonesca; Representative Stephen L. French; Representative William Wall; John Kingman; William Nolen; David Rose; George A. Baker; Miss Helen Flynn, secretary; and John Coughlin.

John Kingman appeared before you yesterday.

William Nolen is judge of the district court of Holyoke. David Rose is special justice of the Dorchester municipal court; George Baker is superintendent of the Essex County Training School, and Miss Flynn is secretary of the Commission.

This commission introduced the legislation which established the Youth Service Board whose director, Mr. John Coughlin, will appear before you tomorrow.

Through our effort the administrative committee of the district courts established 10 districts. Last year we recommended that study be made as to the feasibility of having the Commonwealth served by juvenile courts.

As a result of this, the Governor requested us to make a careful study of the juvenile court systems of various States, with particular reference to the juvenile court systems of Rhode Island and Connecticut.

A subcommittee comprising Judge Nolen, Judge Rose, Senator Conte, and myself, made this study. As a result of this report which emphasized the success of juvenile courts in the field of rehabilitation and prevention, we were requested to draft legislation for the consideration of the general court.

We are now engaged in this drafting.

I would like to interpolate a paragraph of the Governor's message to the general court on January 6, 1954:

I am aware that excellent prevention is not possible of attainment. So further attention must be given to the handling of such cases as eventually reach the courts for consideration. In most cases I believe that the problems of the juvenile offender could be more effectively handled by those who devote full time to such cases. You have before you a report of the special commission which recommends the establishment of a full time system of juvenile courts. I favor such a system and I commend this report to you for your serious consideration.

As Judge Connelly has already stated, Massachusetts was a pioneer in this field of the juvenile court and the pattern established by the Boston juvenile court has been widely copied.

Since 1906 there have been various recommendations made that the entire Commonwealth should enjoy the benefit of juvenile courts, but nothing has come of it.

At present juvenile courts are held in special sessions by the 72 district court judges. The judges and probation officers have done a real job in the handling of juvenile offenders.

However, we feel there is a far broader field to be covered before any real progress can be made in curbing juvenile delinquency.

We need judges who will not only pass judgment on juvenile offenders, but will also be able to work intensively in the field of prevention.

We suggest that in addition to the Boston juvenile court nine new juvenile courts be established. These courts will take over the handling of juvenile cases which now appear in the juvenile sections of the district courts.

The courts would be set up on a county basis and each judge would sit in the various courts which comprise the district he serves.

In that case where there may be five district courts in an area, the one judge would serve those courts on a circuit basis.

He would always be sitting on 1 of those 4 or 5 courts. It would not be a system such as a great many people understand from the superior court system where I think in most instances a judge is assigned first to a sitting in Pittsfield and next month to Springfield, but there would be nothing of that because our entire concept is that the judge must have very close contact both with the community and with his probation officers.

Now, as to the judges, the judges shall be lawyers and shall have a knowledge—

The CHAIRMAN. This concept you referred to is the concept that is embodied in the Governor's message?

Mr. FRENCH. Yes. The judges shall be lawyers and shall have a knowledge of juvenile problems and procedure. They shall devote their full time to their judicial duties. In addition to sitting in the juvenile sessions they shall assist the communities in their district to coordinate their existing facilities for prevention, suggest methods which will aid the community to combat problems of juvenile delinquency, and to focus attention of the community on the necessity for an effective, planned program for the prevention of juvenile delinquency.

A committee of the judges would establish uniform procedures and the treatment of all juveniles to appear in the juvenile courts.

The natural result of such a setup materially increases the scope of work of the probation officers now serving and their contribution would be much more vitally recognized in their communities.

No one has the final solution to this problem of juvenile delinquency, which is causing so much concern throughout the Nation, and is demanding the thoughtful consideration of all of us. We are definitely convinced that juvenile court judges and probation officers can make a great contribution in rehabilitating those who are in trouble and still greater contribution in preventing countless others from getting into trouble.

I am very much afraid that too much emphasis is being placed on those activities which primarily provide entertainment for our young people. More thought should be devoted to projects in which the young people themselves have a share in both the plans and the operations.

Above all, thought should be given to projects in which the parents may join with their children. Entertaining children so that the parents may have more leisure and less understanding of the children is no solution.

We are most anxious to see that the children in trouble get the most understanding treatment possible, and we also want our communities under skilled leadership to face their problems and give the children a real break.

The CHAIRMAN. Representative French, we are very grateful for that fine statement and the enlightenment which it furnishes in connection with your judicial problems here in this great Commonwealth.

Does counsel have any questions?

Mr. BEASER. I have just one question.

Have you any comments or any suggestions to make with respect to how the present system in the city of Boston, the judicial system, in the handling of juveniles is working out?

Mr. FRENCH. I have no knowledge of the work that the judges, probation officers, are doing at present, but I do feel, no matter how eager a district court judge is, or a municipal court judge is, to do things for the juveniles in his district he has not the time. He is not a full-time judge; he is a part-time judge in a good many instances.

As you have already heard testimony, possibly the juvenile sitting is 1 day a week. With that one sitting and with the lack of time to go out among the communities, I don't see how things can be accomplished.

As I recall it, Judge Gill, of Connecticut, the chief justice of the Juvenile Court of Connecticut, testified before you in Washington.

The CHAIRMAN. He did. That is true.

Mr. FRENCH. I saw him quoted.

The CHAIRMAN. He was one of the best witnesses that we have had the privilege of examining.

Mr. FRENCH. I think he made it very clear that Connecticut could prove that they were getting results both in rehabilitation and prevention, both statistically and otherwise.

The Rhode Island courts are having the same experience. In both instances the judges are serving the various communities. The coordinating work is done by the commercial and the probation officers.

They are now doing the spadework and the groundwork and they must also continue to do it because the success or failure of the entire program really falls back on the work that the probation officers do.

And Massachusetts is very proud of the work that its probation officers are doing and this is one way that I hope, as I have stated, that the probation officers will be more widely recognized by communities and the work they are doing and the sacrifices they are making to get things accomplished.

The CHAIRMAN. We know that your great Commonwealth of Massachusetts is going to find its own remedies for its judicial processes.

Mr. FRENCH. Right.

Mr. BEASER. No further questions.

The CHAIRMAN. Senator Hennings?

Senator HENNINGS. We hope you are going to find those remedies.

Mr. BEASER. Dr. Mahoney.

The CHAIRMAN. Dr. Mahoney, we are happy to see you here this morning. We appreciate your appearance before the committee.

Mr. BEASER. For the record, will you state your full name?

**STATEMENT OF DR. JOHN J. MAHONEY, CODIRECTOR, CIVIC
EDUCATION PROJECT, CAMBRIDGE, MASS.**

Dr. MAHONEY. John J. Mahoney, at present codirector of the civic-education project, conducted by the Civic Education Foundation, over in Cambridge, Mass.

The CHAIRMAN. Will you give us a little bit of your background, please?

Dr. MAHONEY. May I postpone that for just a minute?

The CHAIRMAN. Yes, indeed; you proceed in your manner.

Dr. MAHONEY. Thank you very much, sir.

Dr. Kvaraceous has suggested to me that what you would like to have me do is to talk about the present status of the school movement that we call education for citizenship, but with special emphasis, of course, on juvenile delinquency, as well as the problem involved.

For 26 years prior to the year 1948, I was on the faculty of the Boston University School of Education. During those years my principal field of instruction was called education for citizenship.

Now, what I learned about that problem in those 26 years through conversations with teachers and discussions and so on, is all set down in a book I am going to leave with you.

This book is entitled "For Us, the Living, An Approach to Civic Education."

The CHAIRMAN. That book will be made a part of the subcommittee's files.

(The material referred to was marked as "Boston Exhibit No. 10," and filed with the subcommittee.)

Dr. MAHONEY. As a matter of fact, Senator, if you don't mind, I am going to refer in passing to these materials, and leave them all with your staff members.

The CHAIRMAN. We appreciate the fact that we will have this material available.

Dr. MAHONEY. What it means is that I won't have to talk too long. I just refer to these things and hope you can look them over at your leisure, if any.

Now, the purpose of this particular book, "For Us, the Living," was to outline a program of school work calculated to enable teachers to make better citizens.

But the significant word there is "better." What do you mean by better? What is wrong with our citizens now?

An answer to that question, it seemed to me, called for analysis of democracy, political, social, and economic, in order to find out what are the outstanding weaknesses that mark and mar our attempt to live together in a democratic way.

In that book, which took me 10 years to write, you will find those weaknesses listed, 10 in number, and, of course, juvenile delinquency looms as one of them. You will find also that, because I discussed it at considerable length.

Then, objectives for schoolwork are set up, 10 in number. Each objective related to one of these outstanding civic objectives. Finally, the book includes suggestions as to what teachers should do to make for the attainment of those civic objectives.

The book was in effect an attempt to sketch the outline of a program of education for citizenship, such as did not exist at the time it was

written several years ago, and Senators and members of this committee, such as does not exist in the Nation's schools.

I am going to qualify that statement in just a moment but, generally speaking, it is true.

Education for citizenship as I see it is today in the pioneering stage, and, mark you, education for citizenship includes teaching procedures that aim to eliminate juvenile delinquency.

Now, then, my qualification: During the past few years the profession, the teaching profession, has begun to realize the importance of this problem of education for citizenship. Here is a report that came to me this week, issued this week or last week by the Association of School Superintendents of the United States of America. It is called "Educating for American Citizenship." And the fact that the superintendents of the United States of America would give over to an entire book at a meeting in Atlantic City, to discuss it for a whole week, is a clear indication that they have become aware of the fact that education for citizenship is an important field of education endeavor which they should examine.

That book and, Senator—I am sorry I cannot leave that with you, but I will check with members of your staff and tell them how they can easily get it—but in this book you will find a half dozen pioneering projects that aim to help teachers in their important task of making better citizens, a half dozen of these pioneering projects the country over.

The civic education project, of which I am a codirector, and which operates in Cambridge, is one of those.

Now, the purpose of that particular project which has been going now for a period of 5 years, is to produce materials, and I will just refer to them here quickly, to produce materials that are calculated to assist teachers from grade 1 to grade 12, what to teach, how to teach, what activities to conduct, and how in general to run a school that aims, shall we say, at the development of more interest in things political, more intelligent voting, the elimination of juvenile delinquency, intergroup understanding, respect, and good will, the elimination of economic illiteracy, and the other objectives that appear in that book, because that book is the basis for it.

Now, Senators and members of the committee, if I were to begin to talk to you about the civic education project, you know a college professor, even an ex-college professor, is geared to talk for 60 minutes without taking a breath, so I spare you.

So let me just refer to these in passing. There is material called "Making Better Citizens, a Program for the Schools of America."

It in effect tells about the civic-education project, the people involved, who the backers are, where we get our money from, and generally the scope and nature of the project itself.

This is a very brief announcement of the materials, that is, the pamphlets and activities that we now have for distribution, 10 all told, and 5 others are in the making. I have brought here, and these again I will leave with you, these are 5 samples of the 10 pamphlets now published and in each instance they deal with some important issue or problem of American life: "The Isms and You"—Democracy, Communism, Fascism, explained in vivid, colorful language, because we are writing primarily to reach those students in the high schools who have never seen a college except from the outside.

We are not so much worried about those who are going to college. Probably they learn about good citizenship there, I hope, but we are interested more particularly in the 80 percent.

So we write vividly, colorfully, with all kinds of illustrations and anecdotes and so on.

"Why Don't They Think"—that deals in part with juvenile delinquency. It tells the story of a young juvenile delinquent and the idea why don't these fellows think.

"Bread and Butter Plus." This is juvenile delinquency told in an indirect way because it tells the actual stories of groups of high-school students who have engaged in constructive enterprise in their respective communities and worked off their surplus steam by doing something worthwhile.

It has been done. That is the story. The story of citizens in various communities who have risen up on their hind legs when political conditions become too bad and have improved political conditions.

"And Crown Thy Good," that aims at the objectives of developing intergroup understanding, respect, and good will.

I bring that in because some people believe, and I think with some truth, that prejudice among the young is one of the causes of juvenile delinquency. That is to say, Mr. Gentile hates the Jews.

The CHAIRMAN. What would you cite as the principal cause?

Dr. MAHONEY. As the essential cause?

The CHAIRMAN. No, the principal cause of juvenile delinquency. There are many facets.

Dr. MAHONEY. I say, Senator, this is cited as one. May I pass that question of yours on to one of your staff members, Dr. Kvaraceous, because he is much more of a specialist in this field than I am. I am going to refer to one or two in passing.

I refer to that as one of the causes, "Mr. Gentile Hates the Jews," and "Work Without Strife," of course is in the economic area.

Now, here is a newspaper article that describes how these pamphlets actually work out in schools. Here is an account of "The Educators of this County, Think of Them." This recently appeared in *Industry*, the organ of Associated Industries of Massachusetts. It is really a very brief and very good story of the civic education project.

This I call to your attention, shall I say, more particularly because you are from New Jersey, "Education for Citizenship," Senator, issued 2 years ago by the Commissioner of Education, working together with New York, New Jersey, and all New England.

The suggestion here is that education for citizenship is going on the map as an educational concern in these 8 States.

The CHAIRMAN. Doctor, all those pamphlets will be made a part of the files of this subcommittee.

(The material referred to was marked "Boston Exhibit No. 11," and filed with the subcommittee.)

Dr. MAHONEY. In summary, then, this civic education project which has been in operation for the past 5 years, we have succeeded in distributing and selling 65,000 copies of these materials spread the country over, and we are now producing 5 more.

Parenthetically, the one that I finished reading and editing only this morning is one that deals specifically with juvenile delinquency, "The Rule Was Made For You," and in my judgment it is one of the best we will have produced.

Again in this connection, just in passing, but very, very sincerely, let me pay a tribute. After all, this meeting is held in Boston. You are investigating juvenile delinquency primarily in Boston.

I want to pay a tribute to the school authorities of Boston. I said we sold 65,000 pamphlets; 5,000 of them are in use in the schools of Boston alone.

Two years ago we had what we called a pilot course intended to suggest to the teachers how to use these pamphlets. They first bought 2,500 and then they bought 5,000.

Those teachers—I have forgotten how many because I personally can't get into the Boston schools—but probably a hundred or more teachers working in conjunction with Mr. Curtin, the director of American Citizenship, who is, in the language of the street, just a ball of fire, working in connection with him, they are not only trying to promote education for citizenship, but more particularly as related to your particular hunt here today, more particularly they are digging into the problem of juvenile delinquency, they are trying to find out its causes and what the schools can do to offer by way of cure, as we sit here this week.

Something like 150 teachers gathered together and they are coming together every week to study the problem of juvenile delinquency.

Again in passing, there is no incentive for that other than interest. They get no bonus, no credits, nothing of that sort.

They are gathering together every week, just about 150 of them, because of their interest in this problem.

The CHAIRMAN. Doctor, are your schools up here overtaxed? Are your plant facilities overtaxed?

Dr. MAHONEY. Here in Boston?

The CHAIRMAN. Yes.

Dr. MAHONEY. Why don't you ask Dennis Haley that question? He is the superintendent of schools. You see, I am not even a resident of Boston. My guess is, and it is only a guess, but you had better check on it—

The CHAIRMAN. We found in our inquiries in other areas that we have insufficient school facilities.

Dr. MAHONEY. I can well imagine in some schools the classes are too large. But there have been some other schools that are underpopulated as a matter of fact.

If you want an answer to that, won't you please get a member of the staff to check with the superintendent of schools.

Again, that is a question I cannot answer with any authority.

Now, again, about juvenile delinquency, you may wonder why I have talked thus far about a program of education for citizenship. The reason is this: I would like to have you envisage the *Stemming the Tide of Juvenile Delinquency, School Problems*, as an integral part of a broad comprehensive program of education for citizenship and not pinpoint it.

You know what happens is that there are some people in this country that are terribly interested in wiping out economic illiteracy. They conduct drives against the schools to do that. Other people are interested in developing intergroup understanding and respect and good will, the human relations problem. They organize a drive to do that.

The teachers are at the receiving end of these different drives and I wonder sometimes why they don't go crazy.

Now, I am thinking of a one-package job. Here is a program of education for citizenship that certainly includes the problem of developing a law-abiding citizenry. I have several copies of this.

Senator and members of the committee, over in Cambridge the members of the project group are very much interested in this particular problem. May I say, speaking personally, I have a very special interest in it, because for several years some years ago I was one of the trustees of what they call in this State the training school, Lyman, Shirley, Lancaster, and during my time in office I personally paroled just about 1,000 boys from Shirley School.

As a result of that experience, I think I know something, I have some first hand information as to why these youngsters go wrong. So our project staff is very much interested in the school procedures that will be calculated, shall I say, to stem the tide of lawlessness, especially among the young.

This came to me, Senator, this is one of our publications, but very, very recent. In fact, we had it all struck off, but in its present form it came to me at 9:30 this morning. It is called "What Schools Can Do in the Fight Against Delinquency," one of our publications.

Unless your eyesight is much younger than mine, you can't see this. It is a chart that charts school procedures and readings that, in the first place, are aimed to sell the future good citizens on the proposal that as good citizens they should do everything possible to change conditions that cause lawlessness to thrive, because I don't have to tell you that the elimination of lawlessness, especially among the young, is not a job for the schools alone or for any of the agencies alone.

All the agencies must cooperate, good citizens must cooperate. So in these procedures listed our aim is to turn out young people who, the good citizens of tomorrow, will take a hold, jump in, do something one way or another to change conditions that tend to cause juvenile delinquency.

Here are the reasons: Over here the heading is what teachers and school officers can do for pupils who are all set to go wrong. May I conclude what I am saying to you by referring to one of these suggestions.

One of the specific suggestions says:

Provision for choice of reading material that will not foster dislike of school.

Senator, you said a few minutes ago, what are the causes of juvenile delinquency and I rather ducked that question. I am going to say to you now that I have good reason to know that one of the causes is the fact that these youngsters do not like school, because they do not like school they stay away from school, they play truant, and they start running around with gangs and so on.

I had that brought home to me in one of the cases where I was paroling a boy from Shirley. He seemed to be a pretty nice boy. He talked all right.

At the end of probably a half hour I said to him, "Now, look, you are going back to school."

He said, "Yes, I will go back to school."

I said, "Don't you want to go?"

"No." I said, "Promise me one thing. Go back to school, do the best you can, and then will you come around to my office in 3 or 4 weeks and tell me how you are getting on?"

He said, "Yes, I will do that."

He did. Three or four weeks afterward he returned to the regular school and he came in and I said, "How are you getting along?"

He looked at me and said, "Professor, did you ever read Milton's *Minor Poems*?"

I said, "Well, frankly, I don't know. It is so many years ago."

He said, "We are reading them now."

I said, "Well what about it?"

"Professor, they are lousy."

Now, up in the Shirley School the authorities during the time I was director decided that one of the causes of juvenile delinquency was that those youngsters did hate school. So they did a rather dramatic thing.

Incidentally, the present director of the American Citizenship for the Commonwealth of Massachusetts was a young teacher there at that time and he hoped to handle this enterprise. The man who is now superintendent of Shirley was at that time just first sergeant there, but he and Mr. Curtin got together and they said, "These boys hate school, we are trying to teach them here, let us try to develop a program of study that will have some kick, some life in it, something that they will like."

So they did this thing which sounds perfectly crazy. Those two men, Bob Gray and Tom Curtin, went around among the boys and they would say, "What do you want to know?"

One boy said, "That sounds like a crazy question."

They didn't know what they were driving at, but Curtin and Bob convinced the youngsters they were serious. They said, "You must want to know something about something. Let us have it and maybe we will find the answer."

Senators and gentlemen of the committee, this is one of the most unusual bits of curriculum making I have known in 50 years of experience. They got something like 1,000 questions from those boys in a period of several weeks, and they ranged all the way from "Did the Red Sox ever have a man that made the baseball hall of fame?"

That was at one end of the scale, and at the other end of the scale with 998 in between, was "What do you mean by the devaluation of the dollar?"

They built three courses of study. They tore out material from papers, magazines, and everything else. Clipped them out. They said, "Here is the stuff, you are going to read it. You are going to discuss it. We are going to discuss it, fight about it, and there is no examination."

I used to go up there every month. I never saw a schoolroom where there was more vitality. Those youngsters loved that stuff.

Now, I am not intimating, Senator, I am not intimating that in the regular school, as conducted, it would be possible to do what they did at Shirley School. I am saying this, that taking a cue from that, school authorities might well just take a look at that sacrosanct curriculum, especially may I say in the English field, you know the classics, they

are good, everybody must read them and study them, but all those kids don't like them.

Take a look at that sacrosanct curriculum and make certain changes in it that will give these youngsters an opportunity, let us say during the English period, to read something that they would read and like. I am afraid I have talked too long. I was referring to only one of 25 or 30 specific suggestions in that column alone aimed at pupils who are all set to go wrong.

I have finished, Senator. Thank you for listening to me.

The CHAIRMAN. We are very grateful to you for this enlightened approach to this problem. It is a very important approach. This committee will be in your debt for the contribution you have made to the record.

The Chair wishes to apologize for the competition you had outdoors; we could not help that.

Do you have any questions?

Mr. BEASER. No questions.

The CHAIRMAN. Senator Hennings?

Senator HENNINGS. I would like to just say to you, Dr. Mahoney, that you have raised some very challenging questions, particularly this business of getting some of the children to liking school; some who need particularly to be offered something that arouses their interest, holds their interest, and to which they can put their minds profitably.

After all, life is to be enjoyed somewhat, too, is it not?

Dr. MAHONEY. Yes.

Senator HENNINGS. So in the pursuit of knowledge they can also pursue happiness with it.

The CHAIRMAN. Will the counsel call the next witness, please.

Thank you, Doctor.

Mr. BEASER. Rabbi Israel Kazis.

The CHAIRMAN. Rabbi, we are delighted to have you with us this morning.

Rabbi KAZIS. Thank you.

The CHAIRMAN. We welcome your statements.

Do you have a prepared statement?

Rabbi KAZIS. No, I don't. I have made a few notes.

The CHAIRMAN. You proceed in the manner of your choice.

Mr. BEASER. Would you please state your name and where you live, for the record.

STATEMENT OF RABBI ISRAEL KAZIS, TEMPLE OF MISHKIN TEFILA, ROXBURY, MASS.

Rabbi KAZIS. My name is Israel J. Kazis. I am affiliated with Temple Mishkin Tefila, Roxbury. I live in Brookline.

Mr. BEASER. Have you a statement you would want to make with respect to juvenile delinquency in Boston?

Rabbi KAZIS. Yes, I have.

Mr. BEASER. You may proceed.

Rabbi KAZIS. In anything about this problem of juvenile delinquency, I would like to consider the influence of the home in shaping the character and the personality of the young person.

I think that the attitudes, the habits, the appreciations that are developed and cultivated in the home mold and shape the character and the personality of that young person.

I like to think of the passage in the Book of Proverbs, chapter 22, verse 6, which reads:

Train up a child in the way he should go and even when he is old he will not depart from it.

I think, therefore, one of our very important considerations in approaching the problem of juvenile delinquency is to try to discover what influence in the home contributes to juvenile delinquency.

Where a case of juvenile delinquency is reported, I think it becomes of vital importance for a thorough study to be made of the conditions that prevail in that home.

I think there was someone who said epigrammatically that children need models, not critics.

We are all aware of the fact that children imitate, that they are very sensitive and plastic to the influences that are about them.

It was my privilege to serve as chaplain in the Army during the Second World War and I found that so far as the behavior and records of young men in the service were concerned, I could make this kind of statement, that soldiers brought into the Army that which they received at home.

A chaplain, as you know, had many occasions to deal with what we might call personality problems in the Army, and I always found that those boys who came from homes where there was a salutary influence exercised upon the young men as a result got into very little difficulty in the Army.

I am sure the same thing can be said about our youngsters who become juvenile delinquents, that the influences in the home are primary determinants in shaping the character and the attitudes of the young person.

Now, how should we go about studying the conditions in the home?

Unfortunately, we know there are homes where there are tensions between husband and wife. They may be broken homes. The moral standards that may prevail in the home are not high enough to inspire and to cultivate positive moral attitudes in the case of the youngster.

How should we go about this? I have thought about this and I would like to suggest that we ought to set up a team composed of the following members:

There ought to be a representative of the clergy on that team, a representative of the court, a social worker, a doctor, a psychologist, and a teacher.

When a case is reported, of juvenile delinquency, the home should be visited by this team of men or women who have experience in dealing, studying, and understanding the personality of a young person.

It seems to me that this would result in an intensive basic appreciation of the causes that lead to the development of a delinquent personality.

Now, some people may say this is a long and laborious process that I am suggesting. Well, I would answer that there is no short cut to the development of character.

I recall what a president of a university once said to a father who came to him and said, "I don't want my son to have to spend 4 years in getting an A. B. degree. I think there should be a course which would require less time."

The president of the university said to him, "It all depends," he said, "When God wants to make an oak tree it takes Him a hundred years. When He wants to make a squash it only takes 2 months."

I think, friends, this is a very serious problem. When treating symptoms and not causes, and not at the core of the matter. I would like to envisage the kind of approach to this problem which would be thorough, intensive, and prolonged, because this is a continuous problem.

So I divided my recommendations in two parts, first, the treatment of juvenile delinquency when it has arisen, and I have indicated that such homes should be visited by this team of so-called experts.

Then the second is preventive measures.

Now, it seems to me that it would be a very wise thing to organize group meetings of parents to be held in the schools and the churches and the community centers, and to have these groups addressed by the same team that I mentioned before, a representative of the clergy, court, socialworker, a doctor, a psychologist, and a teacher, trying to inform the parents as to what elements, what factors go into the development of a positive integrated personality and what factors are responsible for the development of a delinquent personality.

Similarly, I suggest that group meetings addressed by this team should be held for the youth of our community. We ought to divide up our community into areas and to have regularly scheduled youth group meetings to be addressed by this team, to have a discussion carried on by the experts and by the youngsters.

One of the things that I think psychologists will agree with is this question, Why is it that some children give expression to their aggression in crime rather than in sport? Every human being has a certain amount of aggression and hostility in him.

The well-integrated personality gives expression to those aggressions and hostilities in competitive sports, for instance. The disturbed person, psychologically disturbed person, gives expression to those hostilities and aggressions in crime.

What causes a delinquent youngster to express his aggression and hostility in crime rather than in sport? That is a vital problem because added to these aggressions and hostilities there are frustrations, there are disappointments.

And a study of the psychology of the human being leads us to the conclusion that unless we get at the roots of these behavior problems we cannot solve them, we can't understand them.

The primary necessity, it seems to me, for a youngster is to begin to understand why he does what he does. That has to be explained to him. This is a long process, I repeat again.

But why a child, for instance, should begin to drink beer and, as I have been reading the reports of the hearings here, go to these places and order beer and actually get drunk on the beer, or why a youngster should feel compelled to go out and try to hold up somebody or to go out and beat somebody up, this cannot be treated simply by telling the youngster that it is bad.

He knows it is bad before he begins it. He has to understand why he does it.

Furthermore, I also believe that mere punishment is not sufficient because I think even though we have the penal code and we have all

kinds of punishment laid down by the law, apparently punishment has not yet succeeded in eliminating crime.

It seems to me if we want to begin to approach the problem of crime on a morally sound, psychologically realistic and spiritually encouraging basis, then we have to begin to try to understand it.

That is the first thing.

Now, once we communicate some kind of insight and understanding to these youngsters and to their parents, I think we shall begin to get on the road toward some solution of the problem.

Another suggestion I would like to make is this: I happen to be a member of the Boston Rotary Club. We have what we call junior associates. We turn to the Boston high schools and ask them to send us 1 from each of the high schools, 1 boy, and they meet with us for a period of 12 weeks. They come and have lunch with us and listen to what goes on at the Rotary Club and are exposed to the lectures that are given and fellowship enjoyed by all.

At the end of the 12-week period these boys put on a meeting of their own. They are completely in charge of the program. This happened last Wednesday, the final meeting of the first semester and I must say those boys did wonderfully.

But the thing that occurred to me as I sat there is this: These are our best boys. High schools send us the best possible students in the school and perhaps the most highly integrated personalities.

Now, I said to myself, it is important to do this in order to educate these youngsters to civil responsibility and bring out whatever quality they have. I said isn't it equally important or more important to get the thousands of average youngsters that are not exposed to the kind of fellowship, the kind of purposes and causes which clubs like the Rotary and Kiwanis, the Lions, Elks, Knights of Columbus, the men and women's clubs of the various churches and synagogues.

I would therefore suggest another means of exercising salutary influence upon children and as Professor Mahoney said, to educate them for civic responsibility why would it not be a good idea to have all the service clubs in America, the brotherhoods and sisterhoods and men's clubs and women's clubs of our churches and synagogues scattered throughout America, take this on as a project?

There is no reason in the world why at every meeting of adults, and, after all, some of these clubs meet every week in the year, there should not be 15 youngsters invited to have lunch with the adults. Let them know what concern the adult shows with problems facing the community.

By living together with these adults for that hour, by exchanging experiences with them, I think we begin to educate them to civic responsibility.

I think we also create another feeling, namely, that these children begin to feel that people care for them. I think psychologically it may be said that oftentimes children turn to crime because of the feeling that they are insufficiently loved and cared for.

The sense of security that comes from a feeling that people care, the sense of pride that comes from knowing that people are looking to these youngsters by inviting them to their meetings, by involving them in the activities of that particular club, looking to them for the exercise of some kind of responsibility.

Then another suggestion that I have is let the city, and I would specifically say under the auspices of the city, to give this a kind of quasi-official status and recognition, let the city establish youth councils throughout the city, giving the youth representatives certain responsibilities in that council, such as cultivating friendly relations among the youth through establishing street clubs and not gangs, seeing that streets and property are kept clean and respected, to provide help for elderly people, set up healthy competition among street clubs for sports, debating. Give these efforts sufficient publicity in the radio and press and give them sufficient recognition.

I think what we get to see in our newspapers, unfortunately, is the sensational news of sporadic outbursts of juvenile delinquency.

I do not deny there are many cases of juvenile delinquency and it is a serious problem. I don't want to minimize it.

Nevertheless, I think if we could get our youth to develop the kind of sense of civic responsibility by organizing under the auspices of the government of the city, organizing youth councils to cover a certain number of streets, a certain number of streets would have a representative on a citywide youth council, endowing that council with some sort of quasi-official recognition.

You have given this child an incentive. You have placed responsibility on him; you have channelized his energies in the direction of constructive work and responsibility of leadership.

As to recreational facilities, I know the situation in Roxbury and I know that there are not sufficient recreational facilities. I have asked the question, Why can't we open up our public school buildings after school? Have supervisory personnel there. Open up the gymnasium. Open up the classrooms and form clubs there. This will mean an added expense because you are going to have to have trained personnel to supervise clubs, athletic programs, dances for the youngsters.

But is it not worth it, gentlemen?

I read in yesterday's report in one of the reports given before this hearing, that the bill for vandalism in schools was \$500,000. I say instead of having to spend \$500,000 to fix the damage done by vandals, it certainly would be much wiser, much healthier to spend that kind of money to prevent such things from happening.

Now, this requires, gentlemen, it seems to me, a totally different approach to the problem of juvenile delinquency than what I think has been pursued up to this point.

If I may sum up, I would like to say, therefore, that from the point of view of the treatment of juvenile delinquency, when a case is reported, the home should be visited by this team of experts that I have referred to, a member of the court, a member of the clergy, a doctor, a psychologist, a teacher, and a social worker, and a thorough study should be made of the home.

That is after it has happened.

But in order to embark upon preventive measures I would suggest the organization of parent-youth meetings to be held in all the areas of our community, to be addressed by members of this team, where good discussion can be carried on in order to indicate to them the psychological factors that are at play in developing, shaping, a constructive positive personality and to indicate to them what factors would be discouraged and avoided in the development of a child personality in order to prevent crime.

Secondly, I say the same kind of youth group meetings should be organized and discussions held under the leadership of this team.

Thirdly, I say that we should organize youth councils, give them quasi-official status through recognition by the city government and assign to them certain responsibilities to be carried out right in their own neighborhoods.

Adequate recreational facilities, as I said, to use our schools in the afternoon and in the evening for social, athletic, and cultural activities.

As for the church and the synagog, I say that we as clergymen are fully aware of the need for exposing our youngsters to the moral and the spiritual teachings of religion.

And to see whether or not we cannot influence the parents, as well as children, to the need of keeping the moral standards as high as possible in the home and of implementing them in the daily living of children.

The CHAIRMAN. Setting examples, you mean?

Rabbi KAZIS. Yes, acting as models and not as critics, as I said before.

An intergroup of ministers, Catholic, Protestant, and Jewish clergymen were there, we raised that problem at a meeting a year ago. I think it was said by certain of the clergymen:

Certainly we expose our youth and our adults to the moral and spiritual teachings of our religion, but unfortunately, we don't always get the adults of the children who ought to come to the church, or the synagog, to be in their pews and to listen to what we have to say.

Therefore, I say that it is our job as members of the community not to wait for the youth or the adults to come to us. It is the job of the intelligent civic-minded leaders of our community to go out and look for the parents and the youth, to go out and organize along the lines that I have suggested.

That is about all I have to say.

The CHAIRMAN. Rabbi, you have made an outstanding contribution to the record of these proceedings. You have furnished this subcommittee with basic guidance that will be very profitable to us as we undertake to write a report for the Senate of the United States.

We are grateful for your presence here.

Rabbi KAZIS. Thank you very much, gentlemen, I am glad I have had this opportunity.

Senator HENNINGS. I would like to say, Rabbi, I wish we could listen to you for the rest of the day. I am sure you have much more to say that would be of great profit and interest to us.

I am particularly impressed by what you have said. Among so many things you said that impressed me, one thing that seems to be becoming highlighted as we continue with these hearings, and that is that the agencies, the churches, men and women of good will, must go to the young people who need the help, that you can't get them to come in, the ones that need it most will not come in by and large.

Rabbi KAZIS. That is true.

Senator HENNINGS. That seems to be becoming more and more apparent as these hearings progress.

Thank you very much.

Rabbi KAZIS. You are welcome, gentlemen.

The CHAIRMAN. Counsel will call the next witness.

Mr. BEASER. Mr. Patrick A. Tompkins.

The CHAIRMAN. We are grateful for your presence here. I know you are going to give the subcommittee some advice and counsel which will prove helpful as we undertake the larger job of writing a report to the Senate of the United States.

Now, Commissioner, have you a formal statement?

STATEMENT OF PATRICK A. TOMPKINS, COMMISSIONER OF PUBLIC WELFARE, COMMONWEALTH OF MASSACHUSETTS

Mr. TOMPKINS. No, sir; I have not. Mr. Beaser only called me on Wednesday.

The CHAIRMAN. Counsel, will you proceed.

Mr. BEASER. Will you state, for the record, your full name?

Mr. TOMPKINS. Patrick A. Tompkins, 184 Bellevue Street, West Roxbury.

Mr. BEASER. Your position is what?

Mr. TOMPKINS. I am State commissioner of public welfare for the Commonwealth of Massachusetts.

Mr. BEASER. Would you, Commissioner, tell us a little bit about what official connection your department has with respect to the prevention or treatment of juvenile delinquency in the city of Boston?

Mr. TOMPKINS. We have no specific statute responsible for the prevention of juvenile delinquency anywhere in the Commonwealth.

We do, however, have in our care and custody about 6,000 dependent and neglected children whom we must place in substitute foster homes or institutions for their training and character development.

Mr. BEASER. How do you get those children?

Mr. TOMPKINS. The neglected children are committed to us by order of the district court of the Commonwealth or the Juvenile Court of the city of Boston.

The dependent children are referred to us either by public or voluntary social agencies or parents or relatives apply to the department for the department to provide care to dependent children.

In addition to that, we administratively supervise the statewide program of aid to dependent children commonly known in years gone by as the widow's-aid program.

There are approximately 30,000 such children in the home of guardian relatives, mothers, aunts, grandparents, or older sisters and brothers.

Mr. BEASER. That is in the Commonwealth; is that correct?

Mr. TOMPKINS. That is correct.

Mr. BEASER. How many in the city of Boston?

Mr. TOMPKINS. Approximately 25 to 28 percent of those children are in the city of Boston.

Mr. BEASER. Have you any preventive program in the city of Boston, preventive services? By that I mean if, for example, a person sees a child who is in a situation where he might get into trouble, is there any service which you have, talking about the city of Boston, that this person can turn to and say, "Johnnie is in a situation where he is going to end up in a court unless something is done?"

Mr. TOMPKINS. There is no specific statutory service operated either by the Commonwealth or by the city of Boston within the city of Boston, other than the duly constituted voluntary and public agencies

to which any individual may go for counsel or advice, direction or direct service.

That would be the Boston Overseers of the Public Welfare as a public agency, the juvenile court as a second public agency, the district courts of the suburban areas of the city of Boston.

The various private family agencies such as Catholic Charities, the Jewish philanthropies, the children's agencies, the Children's Friends Society.

Mr. BEASER. You have no program which in other places commonly is called protective services?

Mr. TOMPKINS. Yes, we believe it is a protective service in both our public assistance program for dependent children in their own home, and in the foster care or foster home program which we directly operate for the care of about 6,000 children throughout the State.

Mr. BEASER. Are those more than money payment programs?

Mr. TOMPKINS. Yes. We employ a staff of trained professional social workers, supervisors and consultants.

We purchase services from the topflight child guidance clinics and the great medical center locations in Boston for counsel and advice and suggestions as to the best method of handling the problems of a particular child.

Mr. BEASER. You receive Federal funds that pay part of the cost of what you called the individual children's program?

Mr. TOMPKINS. We do receive Federal funds for part of the cost of the aid to dependent children's program, which is direct relief to the guardian relative for the care of children in the child's own home. We receive no Federal funds for the care of children under foster care.

Mr. BEASER. Do you receive any funds under part 3, title 5, of the Federal Security Act?

Mr. TOMPKINS. I never identify the act by that.

Mr. BEASER. The child welfare.

Mr. TOMPKINS. We receive slightly less than \$100,000 a year.

Mr. BEASER. That is used for what?

Mr. TOMPKINS. We use that for the development and extension of programs of unique and promising significance in the care and treatment of the children in our direct care and custody.

Mr. BEASER. Will you give me an example?

Mr. TOMPKINS. In 1947 we had petitioned the General Court of Massachusetts to establish a recess commission for the study of adoption abuses and adoption practices throughout the Commonwealth.

Although there was no immediate legislation resulting, administratively we established within the department a specialized adoption placement bureau.

The CHAIRMAN. For the record, your general court, as you call it, is your legislature?

Mr. TOMPKINS. That is correct.

Through the funds available we were able to establish positions paid for out of the Federal funds which enable us to employ top trained supervisors and caseworkers that were not provided for in the annual appropriation for personnel within the department.

That particular unit has been operating now for 7 years next month. During that 7-year period many of the workers have been transferred to the regular personnel account of the department.

In addition to that we have established a special research unit within the department for the purpose of analyzing the causes of neglect and attempting to delineate those areas of the State from which we seemingly receive more neglected children, or, at least, children who are adjudicated as neglected, than from other areas of the State.

Mr. BEASER. Would you say that the Federal funds received through the Children's Bureau are used primarily for adoptions and research?

Mr. TOMPKINS. Not wholly. I would say that we employ those funds mainly in the initiation of new and needed projects for which our concurrent State appropriations do not make it possible to either attempt or to continue.

Mr. BEASER. Now, we had some testimony this morning from Judge Connelly with respect to the fact that you had already suggested in working out some method by which you could pay for the return of runaways. That is also under this child welfare program?

Mr. TOMPKINS. We don't use Federal funds for the purpose.

Mr. BEASER. State funds?

Mr. TOMPKINS. We use our own money at all times for any changes incurred in the proper care of a child. We use Federal funds in the direct assistance or protection or care of a youngster.

Mr. BEASER. About 2 years ago, 1950, certain amendments were passed by the Congress which permitted the child-welfare funds to be used to return runaways. In other words, the funds you receive from the United States Children's Bureau are not used for that purpose?

Mr. TOMPKINS. No, they are not. That is an optional permissible purpose. So long as we do not need to employ Federal funds to carry out the responsibility which prior to the act of Congress was recognized as a responsibility of the State, we use Federal funds for other and what we consider to be priority purposes in the care of children.

Mr. BEASER. As Commissioner of Public Welfare have you seen many difficulties arise in the return of runaways?

Mr. TOMPKINS. Not particularly. When we are notified by a sister State that there is a runaway child who is in our care and in our custody, we dispatch a trained worker to go to that sister State and secure that youngster and return it, or vice versa.

We return youngsters to other States using our own funds and employing one of our staff to accompany the child as a guardian during the transportation.

Mr. BEASER. Judge Connelly gave us an incident this morning of an Indian boy, about whom he had been writing back and forth to the State of Maine for about 5 weeks. Would you be providing care for that boy, or would Judge Connelly during that 5-week period?

Mr. TOMPKINS. It would depend upon the wisdom of the court as to whether the judge would commit the child to our temporary care and custody during that interim period. If he so committed the child we would provide the care. If he did not, we would not.

Mr. BEASER. You have had some experience with black market babies?

Mr. TOMPKINS. A little bit.

Mr. BEASER. Will you tell the subcommittee what you think and whether the subcommittee could help in that problem?

Mr. TOMPKINS. I think inadequacy of statutory protection to the inalienable rights of children who do not have parents, particularly in their early infancy days, is a public disgrace.

It seems to me that a very simple statute would provide that children who are in effect abandoned by their parents, including the mother, and I say that the legal surrender of an infant child by the mother is tantamount to abandonment and she is giving up her own flesh and blood, warrants the protection of that child's rights through the collective responsibility of a community by seeing to it that she may only surrender that youngster for adoption purposes to recognized and formalized placement agencies principally engaged in the care and protection of children.

The facts are that anyone in the Commonwealth of Massachusetts, and this is equally true of other States, may place an infant child in an adoptive home. Our experience over the last 8 or 9 years on case material has proved conclusively that there is a very substantial number of children placed in very unsuitable homes. They have been placed in homes of persons with correctional and penal records as long as this table practically. They have been placed in homes of unmarried couples, white children have been placed with colored children and vice versa.

MR. BEASER. Do you have any records indicating whether and how many of these children come from out of State or leave Massachusetts and are placed in other States?

MR. TOMPKINS. We maintain a record in each case of an adoption petition referred to us for investigation which reflects the birth of a youngster, the nativity of the parents, if we can locate them, and the evidence over a period of years is that relatively a very small percentage of these children are born out of State.

MR. BEASER. How about vice versa, the children from Massachusetts going into other States for placement?

MR. TOMPKINS. There is a higher percentage of that going on, or has been going on over the past several years. Children are born in Massachusetts and are transported to another State, to another home, for purposes of adoption.

Frequently the petitioners attempt to secure the decree of adoption in Massachusetts on the grounds that the child's residence is in Massachusetts, although that residence, as exposed several years ago in an investigation of a real black-market ring, indicated that the child's residence in Massachusetts might be restricted to only a 2-hour automobile trip from the place of birth to the airport at East Boston.

MR. BEASER. Do you think there is need for Federal legislation so far as interstate traffic in babies is concerned?

MR. TOMPKINS. I doubt that Federal legislation is the answer to that type of problem. I am not an attorney, but I believe that there are certain States rights with respect to the enactment of statutes which are applicable to the citizens of that State.

There has been introduced by the Council on State Governments a uniform model law, if enacted in this Commonwealth, would meet with objections by certain minority groups, but in another State different modifications would be suggested.

There are certain basic principles with respect to the care and protection of children which, however, could be introduced in a model uniform law and to which States could add such additions or modifications as would suit their immediate and local needs.

THE CHAIRMAN. Uniform laws would help materially, would they not?

Mr. TOMPKINS. That is right; they would.

Mr. BEASER. No further questions, Mr. Chairman.

The CHAIRMAN. As far as this traffic in black-market babies is concerned, where they cross State borders we could regulate that at the Federal level, could we not?

Mr. TOMPKINS. I am not the one to pass judgment on that.

The CHAIRMAN. How could you control it otherwise?

Mr. TOMPKINS. It could be controlled by the simple enactment of a statute that no child was to be placed by any unauthorized individual either for adoption or in a boarding home or foster home. The breaking of that statute would be grounds for police and prosecuting action I presume whether the individual transported the child across a State line or across a county line.

The basic weakness is that in any State today anybody who has possession of a child may by any device at his command place that child in any home he or she selects. It violates the fundamental principle of the protection of the child.

The home should be selected in advance by an experienced worker on the basis of evidence secured in a thorough investigation.

The CHAIRMAN. The Chair had in mind the law which controls the shipment of gambling machines over State borders, gambling devices. Certainly this business of black-market babies is much worse than any form of gambling, I mean in its true moral sense.

I think perhaps we will have to take a look in Washington and try to find some remedy at the Federal level.

I agree with you that you can take care of it in your home State by State legislation.

Mr. TOMPKINS. If a Federal enactment would serve as an added deterrent to those who deal in human flesh for the profit of a dollar, why, it is all to the good.

But human nature being what it is, I am sure with the best of statutes we will have individuals who will continue to try to exploit babyhood.

The CHAIRMAN. I assume you have been following the activities of this subcommittee since its creation last August.

Mr. TOMPKINS. Yes, sir.

The CHAIRMAN. Of course, you have observed the efforts we have been putting forth. Have you any recommendations to make which would help us to complete our mission with greater efficiency?

Mr. TOMPKINS. You mean from the Federal governmental agency perspective?

The CHAIRMAN. Yes, particularly that, but in any respect at all.

Mr. TOMPKINS. From a Federal agency point of view, it would appear to me that funds might well be appropriated and allocated through the medium of the Children's Bureau or the Department of Health, Education, and Welfare, principally for research, that is attacking the problem from a professional viewpoint.

The facts are that everyone knows so little about juvenile delinquency, its incidence, its spread, its intensity, its acceleration, because of the varying and different equipment and machinery from State to State and even from county to county in some of our States, in acquiring adequate data for measurement of both the facilities and staff available for prevention of juvenile delinquency on the one hand, or

facilities and staff available for treatment of the adjudicated delinquent on the other; that the major effort that all public bodies can put forth is in public education for the need of additional funds for professional research.

There are no comparable statistics even from court to court I presume within this Commonwealth, because we have a full-time juvenile court in part of one county and part-time juvenile sessions in district courts in all other counties.

And they will vary from court to court in making a judgment as to who is delinquent and who is not delinquent until we have a cohesive, coherent, intelligent approach to determining the incidence of delinquency, the cause of delinquency, and community planning and action to prevent it as well as to treat it.

We are not going to get very far with the problem as such, as large or as small as it may be.

The CHAIRMAN. Commissioner, I assume that you agree with the Chair that this is a continuing problem and will be a continuing problem for many years to come.

Mr. TOMPKINS. It was when I was a boy and I presume it will be when I am a grandfather.

The CHAIRMAN. Well, we have not really any central agency except the Children's Bureau at the Federal level to treat with this vast problem on a continuing basis.

Are you familiar with the budget of the Children's Bureau?

Mr. TOMPKINS. I am to the extent that it affects the allotments of the Children's Bureau to the Commonwealth of Massachusetts, and the formula under which we receive those allotments.

The CHAIRMAN. Do you know whether or not that budget is adequate to meet this problem head on at the Federal level?

Mr. TOMPKINS. I say categorically it is not. I think the appropriation for child welfare services, which is the broad protective and exploratory field of dependent, neglected and delinquent children combined, was about \$3½ million last year.

This State received less than \$100,000.

The CHAIRMAN. You feel, then, that that appropriation should be increased?

Mr. TOMPKINS. Definitely, I believe that the appropriation for child welfare services programs, for which the Children's Bureau is responsible, should be substantially increased, not only for the problem of delinquents, but for the problem of many other kinds of disadvantaged children.

The CHAIRMAN. The Chair agrees with the Commissioner.

Mr. TOMPKINS. Thank you.

The CHAIRMAN. Commissioner, I have asked one witness this question since I have been in Boston. Are your facilities throughout the State, for receiving these children who are in trouble, adequate? I mean your reception centers?

Mr. TOMPKINS. Are you speaking of delinquent children solely?

The CHAIRMAN. Delinquent children.

Mr. TOMPKINS. No; I doubt that they are.

The CHAIRMAN. I am talking about those children who get in trouble and have to be committed until they have a trial or a hearing.

Mr. TOMPKINS. No; I believe that each of our main-line counties

of the Commonwealth, and particularly if they each had a full-time juvenile court, an autonomous juvenile court adequately staffed, should have its own detention center for the care of children prior to the trial of the child in a juvenile session, which is a departure from the present concept that the detention center should be a responsibility of the Commonwealth subsequent to the finding that the child is in fact a delinquent.

The CHAIRMAN. I was prompted to ask that question because in the great Nation's capital we have found that the reception centers there were disgraceful. They were so overcrowded that it was a shameful thing to witness.

We made physical inspections there. I did not know whether we had other big cities where the same problem existed.

Mr. TOMPKINS. The answer to overcrowded conditions is to decentralize the detention centers to the areas in which the children are alleged to be delinquent.

If you had 12 such detention centers, 1 for each county—and I am not saying you would not need 2 for Suffolk County, or Middlesex County; our 2 most densely populated counties—you would not have all the delinquent children of the Commonwealth transported in a common detention center in Boston.

The CHAIRMAN. Commissioner, as one member of this subcommittee, I am very grateful for your presence here this morning. You have made a great contribution to our record and we are going to feel free if we may to call on you for further counsel and advice as we undertake the rather important work of developing a report to the Senate of the United States.

Mr. TOMPKINS. Thank you very much.

The CHAIRMAN. Will you carry back to Governor Herter my gratitude for the helpful cooperation we have enjoyed at his hands since we were created last August?

Mr. TOMPKINS. I will try to do that, sir.

The CHAIRMAN. The subcommittee will stand in recess until 2:30.

(Thereupon, at 1:05 p. m., a recess was taken, to reconvene at 2:30 p. m., same day.)

AFTERNOON SESSION

The subcommittee reconvened at 2:30 p. m., upon the expiration of the recess.

The CHAIRMAN. The afternoon session of the meeting of the Subcommittee on Juvenile Delinquency of the Senate Committee on the Judiciary, will be in order.

Counsel will call the first witness for the afternoon.

Mr. BEASER. Dr. Dennis Haley, Mr. Barry. I think that Mr. Casey is here, too, Dr. Haley.

Dr. HALEY. Yes; he is.

The CHAIRMAN. Yes; the subcommittee welcomes you here this afternoon. We are grateful for your presence. We know that you are going to make a contribution to the work of this committee.

Now, would all of you please state your names, your associations, the organizations you represent, and your home addresses, for the purpose of the record only.

STATEMENT OF DR. DENNIS C. HALEY, SUPERINTENDENT OF BOSTON SCHOOLS, ACCOMPANIED BY HENRY BARRY, HEAD SUPERVISOR OF ATTENDANCE, BOSTON SCHOOL COMMITTEE, AND JOHN B. CASEY, HEADMASTER, JAMAICA PLAIN HIGH SCHOOL, AND CHAIRMAN, COMMITTEE TO COMBAT VANDALISM, BOSTON, MASS.

Dr. HALEY. Dennis C. Haley, 287 LaGrange Street, West Roxbury; Superintendent of Schools in Boston, 15 Beacon Street, Boston, Mass.

Mr. BARRY. Henry Barry, 15 Churchill Road, West Roxbury, head supervisor of attendance, Boston School Committee.

Mr. CASEY. John B. Casey, 62 Landsear Street, Roxbury, headmaster, Jamaica Plain High School, and chairman of committee to combat vandalism, appointed by the superintendent of schools.

The CHAIRMAN. Now, Dr. Haley, will you proceed in the manner of your own choice?

Dr. HALEY. Thank you, sir.

Mr. Chairman and members, I think it is safe to say that I feel as most educators do, that the problem of juvenile delinquency is the responsibility of the home, the church, the school, the community, and the Nation.

In Boston we try to do our part in the public schools. I know, too, that it is done very well in the parochial schools of this city.

At the outset I would like to say that the real effective work in all of our education in Boston is done by our classroom teachers, teachers of high character, of sound educational background, and teachers of wide experience in handling children and youth.

Their work is not spectacular, but it is fundamental and it is the basis upon which any school system depends for its success.

I could not pass on in my brief presentation to the more colorful activities of our school system without paying my full respects to our classroom teachers and placing credit on them where it really belongs.

Now, I believe in Boston that our regular classroom work must be implemented by other activities to integrate our children, our youth, with the home, the community, our city, our State, and even with broader horizons, our Nation.

How do we attempt to bring about this implementation and this integration to build character, to make good citizens, and to prevent the age-old problem of juvenile delinquency?

First of all, Mr. Chairman, and members, we believe that we should have a suitable recreational program and we think we do have a very, very desirable recreational program. It is a part of our course of study.

We have an extracurricular recreational program. Our athletic program for boys involves the football, baseball, track, hockey, basketball, tennis, golf, and last year approximately 10,000 boys competed in these sports.

We have 4,000 junior high-school boys who last year participated in basketball, track, and baseball.

In connection with competitive sports and as a compliment to these boys and girls of this great city, may I point out that on two distinct occasions we filled to capacity our White Stadium, which is the gift of the late George Robert White. We filled that stadium twice on the

occasion of 2 football games, and not one incident or episode during those 2 occasions ever reflected any discredit upon the boys and girls of the high schools, of the junior high schools, or those who attended those games.

We have a recreational program for our girls. They work under the direction of play teachers involving golf, tennis, volleyball, badminton.

We have a playground program, youngsters between the ages of 5 and 14 participate in the spring and in the summer, and last year we had an average of 6,800 pupils on our playground per day.

We have an evening recreational program. We have school centers as we call them, with clubs for boys and girls, musical, handicraft, athletics.

Mr. Chairman, I think you will be interested to know that in our school system we use practically every single one of the gymnasiums practically every night in the week. This is at the expense of the school department and these gymnasiums are open to all groups of boys from all races, colors, and creeds.

It would be difficult today for anyone to obtain the use of a gymnasium for recreational purposes because we have practically a full calendar.

At the beginning of my short talk, I said that we felt it was the responsibility of the community along with other agencies. We make every effort to integrate our youth with the community.

In our high schools we have key clubs with Kiwanis, a service club with which you are all familiar.

Boys of average intelligence, but boys of good character being admitted to the key clubs. We bring our boys in contact with the professional and businessmen of that fine organization at their regular weekly luncheons.

And we are associated with the Rotary Clubs and we have boys from each one of our schools attending Rotary each week and at the end of the period of 12 weeks these boys put on the entire program.

We have a student exchange program to bring our boys and girls in contact with boys and girls in other high schools.

Mr. Casey, who is headmaster of Jamaica Plain High School has paired off his pupils with Sharon High School pupils. He will take a group of his pupils to that locality where his pupils will observe town meeting, perhaps, and in turn the Sharon pupils will come to Boston to observe city council, State legislative, or perhaps a school committee conference.

We had a good-will dinner the other night given to us by the Committee of Catholics, Protestants, and Jews. One hundred and fifty boys, 100 from the public schools and 50 from the parochial schools, boys from every walk of life, every race, color, and creed, there at this dinner.

Not all the top-ranking boys, not all the bottom-ranking boys. Boys from every level, troublesome boys and the best boys, and they mingled together there with a group of outstanding citizens and enjoyed the hospitality of a very nice meal by this fine organization at the Red Sox park in the Skyway Restaurant.

We have forums in our school, four each year in our high school, by regulation.

For example, again speaking about Mr. Casey's school, and only because he is here, his school has had a forum this year on the subject of the 18-year-olds, their right to vote and what their responsibility should be.

Another one on the effect of television upon education.

Another one in a short time on the subject of vandalism.

We have junior achievement in our high schools, where boys and girls form their own business organizations, sell stock, declare dividends, and acutally operate a business concern, showing them that our whole system is geared toward good character, good citizenship, and that the American free enterprise is responsible for the success of our great country.

We try to offer guidance and I think we do it, and do it successfully.

Every high school has a guidance counselor. We have career days where we bring the best businessmen and professional men into our high schools to talk to our seniors and juniors from every walk of life.

I can show you a very splendid program of the type of men and women that we bring in on those days. We try to keep our boys and girls in school—

The CHAIRMAN. How often do you have those days?

Dr. HALEY. We have a career day, sir, in each of our high schools once a year where we bring in a doctor, a lawyer, someone from journalism, someone from the public utilities, from various walks of life, and our seniors and juniors give over a full day to visiting these different classrooms with these different individuals, helping them to plan a suitable career.

We attempt to keep our boys and girls in school by what we call a stay-in-school campaign where the boys and girls are given circulars, one to the pupils and one to the teachers to explain to them how we feel the school can better increase its holding power.

One is given to the parents of pupils to help the parents and boys and girls to realize the importance of remaining in school and not dropping out.

The problem of dropping out, dropouts, throughout the country is a serious one.

The CHAIRMAN. Doctor, do you have an adequate number of teachers?

Dr. HALEY. Yes, we do, sir. We have a scholarship program which we think is very good. About 3 years ago we had compiled a list of all the scholarships available, from every source.

You will be interested to know, sir, that in 1950, when we first started this program, it is represented by this book I have here, that 300 of our seniors in high schools, won scholarships amounting to \$100,000.

Now, by putting this program before them and encouraging civic groups and organizations that can give scholarships and by encouraging colleges and so on to give more scholarships to our pupils, 1953 record is as follows, and it is compiled in this document here.

560, nearly 100 percent more of our students, won scholarships and won scholarships amounting to \$244 thousand, which is more than 100 percent increase in 3 years.

The CHAIRMAN. Doctor, are you offering that document for the files of the subcommittee?

Dr. HALEY. I will be glad to give that document.

The CHAIRMAN. That will be incorporated in the committee's files.

Dr. HALEY. And the little "Stay in School" leaflet I think you would be interested in. If there is anything else I can offer at any time, I certainly will be glad to do so.

(The material referred to was marked "Boston Exhibits Nos. 12a and b," and is on file with the subcommittee.)

Dr. HALEY. We have a very fine, I believe, civic education program. About 2 or 3 years ago we called in a group of teachers whom we called pilot teachers. We instilled in them ways and means and methods of promoting citizenship and inculcating it to our boys and girls.

We call them pilot teachers. At the present time we have an institute working, a group of teachers in an institute entitled "Making Better Citizens", and in this institute there are various speakers and various discussions covering a wide range of subjects, important, I think, Mr. Chairman, you would feel are the following:

Religious work at the schools; what about gangs, racial tensions, and delinquency. Those are only three of the subjects of this important institute.

We believe in promoting intergroup relationships to the highest.

We have one teacher working in a workshop of a group of teachers in one section of the city where there is more tension than in others trying to explain to that group of teachers how racial tension may be overcome.

In conclusion, Mr. Chairman, and members, may I say to this honorable committee that I think we have a great school system in Boston, aiming toward overcoming juvenile delinquency and geared insofar as we can to cooperate with every agency that should become a part of this whole national problem of juvenile delinquency.

Our school system is not perfect. It is far from perfect, but with an excellent corps of teachers, with an excellent personnel in the non-academic areas we are striving to make it as perfect as any school system can be.

I think we have a fine group of pupils in our elementary schools and a fine and excellent group of boys and girls in our junior and senior high school and I think they are fine because they come from fine parents.

I realize we have problems of juvenile delinquency, but I think that they are relatively few.

So I say despite these relatively few problems of juvenile delinquency and I know we have them, that arise from time to time, I say to you, sir, that I have the utmost respect for, and great confidence in the youth of this grand old New England city, the city of Boston.

Thank you, sir.

The CHAIRMAN. I am sure you have and the country is proud of the city of Boston.

Doctor, I asked you if you had an adequate number of teachers. Do you have adequate school facilities, plant facilities?

Dr. HALEY. Yes, we do, sir. We have many old buildings and that is because we are an old city, but within those old buildings we have a fine corps of teachers.

We are making every effort through present bond issues and further bond issues to build new buildings and we are having the cooperation of the mayor and the city counsel, and we have a \$5 million building program underway this year and I hope we will have another \$5 million building underway next year.

Our facilities, Mr. Chairman and members, are adequate because for the past 15 years we have had a shrinking school population in our public school area, so that our facilities are adequate. They are not suitable in some cases, but we are making every effort to overcome that.

The CHAIRMAN. How many children do you have in the average class?

Dr. HALEY. We aim for not more than 35 in our elementary schools. That is about the average in the country as a result of my conferences with other superintendents. Some classes run above. Some classes run below.

The CHAIRMAN. That is a little high, is it not?

Dr. HALEY. I would think, sir, that it is in general a little high, but once a class runs up to something over 40, we split the class. The 35 is only a criterion for the appointment of new teachers.

I would say more of our classes are under 35 certainly, than are over 35.

In our high school level, in our junior high school level, we figure on a smaller number. In our senior high schools a smaller number certainly still, according to the subject matter.

There will be some subjects like geometry and chemistry and advanced physics where we may not have more than 15. There will be some that run up to 36 and 37 in the fields of English and history where many pupils are taking that subject.

The CHAIRMAN. Doctor, you have brought the subcommittee some real encouragement today.

Dr. HALEY. Thank you, sir.

Senator HENNINGS. Doctor, you have made an excellent statement and we appreciate it very much.

Do you have a problem of any substance, or dimensions as you would consider it in terms of vandalism in your school system?

Dr. HALEY. Yes, Senator, we do. If you do not mind I would rather have Mr. Casey answer that inasmuch as he is chairman of a committee on vandalism which I appointed a year ago, and I think he will answer that question very definitely to you in terms of dollars and cents and the progress that we have made.

Senator HENNINGS. Do you consider that your rate of truancy is growing, or diminishing?

Dr. HALEY. I would think, Mr. Barry can answer that because he has the statistics with him that our rate is about the same. Is that a fair statement, Mr. Barry? Has it increased?

Mr. BARRY. Our rate has stayed about the same for the past few years.

Of course, there are several things that enter into that. I think our checkup is closer now than it was years ago. The accent has been on delinquency for a few years and the checkup has been closer.

I think we are finding more than we found before and since 1949 when I became head supervisor it has stayed about the same. In a system which has 91,089 public school pupils, 42,759 parochial school pupils whom we also service we run approximately 2,700 individual truants in a year.

Senator HENNINGS. Doctor, in your judgment, the school buildings are not inadequate in terms of overcrowding or obsolescence. By that I would like to include playgrounds, outdoor and indoor recreational facilities.

Dr. HALEY. We have, I would say, adequate classrooms facilities. There are certain schools or high schools and our junior high schools which are newer and do have gymnastic facilities.

Our elementary schools do not have them because they are older schools. We have about 100 playgrounds that we operate each year in our school yards.

There are some sections of the city where we would like more space around our schools, but, unfortunately, Boston having grown for many years to what it is, it is pretty difficult to expand in a city that is already well developed.

But we do have with few exceptions average playground space around our school buildings.

However, as you well know, from your experience throughout the country, educators are asking for 3 and 4 and even 5 and even 20 acres for a high school site.

Of course, we cannot do anything like that in our particular confines.

Senator HENNINGS. Are your schools used after school hours for recreation?

Dr. HALEY. Yes.

Senator HENNINGS. As a matter of policy?

Dr. HALEY. Yes, Senator.

As a matter of fact, we have 12 centers operating in 12 sections of the city on a recreational basis for adults and for teen-agers. This would indicate to you that that has gone back now to 1943. This was a youth program that we started in those early days because the war was on and there were problems as you know before us.

This is dated November 14, 1943, and this picture here says:

First in the entire country where we offer every type of reasonable recreation to our teen-agers on certain nights during the week.

We do not like to offer this on Mondays, Wednesdays, and Thursdays, because we like them at home doing homework, which we definitely assign regularly, but we do have fine recreational programs.

As I said earlier, every one of our gymnasiums are busy every single night except Sunday night throughout this school year.

Senator HENNINGS. How long, Dr. Haley, have you been associated with school work and the public-school system?

Dr. HALEY. I have been in Boston associated with schools in Boston since I left college, sir. That was 1915.

Senator HENNINGS. May I ask you this question, from your broad experience and background, Dr. Haley?

Do you notice very much difference between the young people, their motives and sense of responsibility, inclination to behave or misbehave, as we understand the general application of that word, as of the time of your first association and as of today? Do you notice any trend particularly during that period of time?

Dr. HALEY. Well, sir, I think I would answer it this way: That naturally various factors have changed the sociological conditions under which we live. The automobile has brought a problem that we did not have to that extent, to the same extent, let us say, when I began.

However, it has certainly many advantages. I think, sir, that the type of problem has changed, but I do not think that it has increased perhaps as much as some people would like to feel it had increased.

I go back to a lecture that I heard shortly after I came out of college and came to Boston as a young temporary teacher in the services, at the old Boston City Club. The lecturer had just returned from Mesopotamia as an archaeologist who had made excavations.

I recall then he said inscribed on those sandstone tablets were such inscriptions as these: "The world is going to the dogs," "Children are disobeying their parents," and that goes back, sir, long, long before the birth of Christ.

Senator HENNINGS. That undoubtedly is true, and it has been the lament of virtually every generation in the history of literature.

Dr. HALEY. Sir, I had a very distinguished professor at college who has since died. He was an eminent historian. He always said to us in college days, and he used the language to us that he wanted us to understand—he was a cultured gentleman—"You guys are no worse than the guys that preceded you 50 years ago in this same college. You are no worse or no better."

His feeling was that history changes by morality stays about the same, other than the methods of violations of morality do change.

Senator HENNINGS. Do you think, Dr. Haley, that because of modern development in the realm of sociological science, psychiatric science, because of our increased awareness, for example, of the necessity of wholesome recreation and the means of affording that recreation, and the various things which we as moderns have this day and age prided ourselves upon as having advanced over some period of history in the past—do you think that those things being brought to bear on this problem are having any substantial beneficial effect, or do you think that we have failed to use them to the utmost in trying to fulfill their purposes or do we misuse them?

Dr. HALEY. I think certainly we are living in a fast-moving world in many respects. It behooves us to step up the tempo of our correctional policies and prohibitive policies in keeping with the fast-moving world.

That is why we here in Boston are trying to make a better school system educationally to meet the changing conditions that confront our boys and girls.

Therefore, I think we should, and we are stepping up the tempo of preventive disciplinary problems to be abreast of the educational movements.

Senator HENNINGS. Thank you, Doctor.

Mr. BEASER. I would like to inquire of Dr. Haley, and also of Mr. Casey and Mr. Barry.

I was wondering whether Mr. Casey or Mr. Barry had any general statement they wanted to make before we go into the total problem of education.

Dr. HALEY. I would think they have, sir, and I think they have a distinct contribution to make.

Mr. BEASER. Why do they not make the general statement first, and then anyone whose province it is can answer.

Dr. HALEY. I would like to have Mr. Casey present his problems first.

Mr. CASEY. Mr. Chairman and gentlemen, I would like to open my remarks by reiterating what Superintendent Haley said when he made the statement that by far the largest number of our teen-age school children in Boston are law abiding.

In order that we may have some figures—this is somewhat arbitrary—but from my observations as chairman of this committee on vandalism, I would say that close to 98 percent of the teen-age children of our schools are law-abiding citizens and that only 2 percent are the ones who are causing us our troubles in the field of vandalism and juvenile delinquency.

Late in 1952 Dr. Haley called me into his office and asked me if I would head a committee to work on the problem of vandalism and other problems associated with it. He authorized me to name my own committee.

I have a list of that committee which I will file with your clerk at the conclusion of my remarks.

Suffice it to say that they are not all educators. Two of them are masters of junior high schools; one is a master of an elementary school; one is a clergyman, headmaster of a parochial high school, Judge Connelly of the juvenile court, the governor of New England Kiwanis, Mr. Brin, the editor of the Jewish Advocate, and so on.

Altogether there were 15 members of my committee.

In making our approach to this problem the committee decided at the beginning that our program should be one of instruction, of prevention, of correction, and we proceeded to work out a program which we hoped would be carried on in the schools.

We as educators, Dr. Haley and I, and I feel all the teachers in our city, as well as in the country, feel that when public money is appropriated for educating the youth, that it is done for one purpose only, and that is to turn out good, law-abiding citizens.

Everything else, to my way of thinking, is of secondary importance.

Therefore, it falls within the province of school people to turn out good citizens first.

Because our superintendent was concerned about the large size of our glass breakage problem and the breaking and entering problem in the schools, he formed this committee. When I took over in December 1952 the glass breakage in the Boston public schools alone was \$69,184. The number of cases of breaking and entering into school buildings, public-school buildings, with constant damage to them, was 88.

After we had organized in December 1952, I had the privilege of talking to all the administrators of the Boston school system, and at that time I made a strong plea to them that they encourage their classroom teachers to take on this problem as an important feature of their daily work, because I feel very strongly that there should be in our schools some sort of citizenship program which should have its place just as English and history and math and science have their places, and that this should be a definite course of study that is scheduled regularly like all of those other subjects.

The response which I met from these classroom teachers has been very encouraging.

At this point I would like to pay a tribute to the public school teachers of Boston for the unusual cooperation they have given this committee.

For instance, the director of our fine arts department, who unfortunately has since passed away, established an art contest in our public schools. Four thousand children in the Boston schools prepared

posters. The theme of those posters was, in general, "Fight vandalism."

The supervisors of art selected from this large number which had been prepared by the children, about 30 or so of the best ones and then 3 or 4 of us from my committee selected 4.

The Boston Kiwanis Club was so impressed with what these children had done that to each one of those 4 contestants they gave a \$25 award bond.

Now, I mention that because I claim that when 4,000 children are engaged in a program of this kind, it cannot help but have a beneficial influence.

The Kiwanis Clubs of Boston, not only of Boston, but of New England, cooperated in this program.

As I told you earlier, Mr. Cantor, the governor of New England Kiwanis, made this a feature. He was on my committee. He made this the main project of the program for the year 1953, "Fight vandalism." This was distributed throughout our school system; as a matter of fact, throughout New England, and I think this was very effective.

On all sides I received cooperation. I can never thank the press of Boston, the radio stations, the television stations, for the manner in which they came to the assistance of my committee.

I have kept here a record of publicity that appeared in various newspapers in Boston since we were established a little over a year ago. Without the assistance of these fine media of information our task would be much more difficult.

I appealed also to the religious leaders of our community, to the Catholic, Protestant, and Jewish leaders and their cooperation was very heartening.

In their youth movements they cooperated in every way.

Now, in carrying on our work we feel that we set up a sort of new approach. We have made our appeal to the law-abiding youth of our schools. I have been surprised since we have got underway to have various headmasters call me and say, "We are going to form in our school a group to combat these twin evils of vandalism and juvenile delinquency," spontaneous movements in other words, coming right from the children themselves, which is the very thing we are striving to do.

For instance, I think the highwater mark of our program so far has been this youth rally which was held in Faneuil Hall on Sunday, November 22, 1953, sponsored by the 10 Key clubs in Boston and the one in the city of Cambridge.

Dr. Haley has referred to our Key clubs. This was a spontaneous movement. They set this up as something they wanted to do. It was a wonderful program and at its conclusion they passed a series of resolutions.

Can you imagine getting 700 boys and girls to go to Faneuil Hall, the cradle of liberty, on a Sunday afternoon without solicitation?

When I told a newspaperman what we were going to do, he said, "You won't get 20 children to do that."

Yet we got nearly 700 children in there. We selected Faneuil Hall with a purpose because it is the citadel of liberty.

The theme was "Antivandalism" and "Antijuvenile delinquency."

These children at the conclusion of the program passed these resolutions. I have had 10,000 copies of them printed, by the way, and they will be distributed throughout the schools of Boston and anywhere else where these are desired.

The CHAIRMAN. Mr. Casey, did they prepare the resolutions themselves?

Mr. CASEY. The children did. I had them edited by the teacher, however. They were in a rough form when they were presented to me, Senator; the thing I was interested in and I was hoping this would happen, we hoped that this would start throughout the country a kind of chain reaction.

Sure enough, on the Tuesday following this meeting I received a telephone call from the Chicago Daily News and I talked for nearly a half hour with a reporter on that paper.

Later he sent me the article which appeared in the Chicago Daily News and I was quite surprised, a two-column story of this meeting in Faneuil Hall in Boston.

I have also been told that in Little Rock, Ark., this was taken up by the people of that community.

So the thing we hoped would happen has already begun to happen; that the Faneuil Hall meeting set up a chain reaction.

I am going to file this with the committee and at the bottom of this little pamphlet it says: "I pledge to support these resolutions."

In sending these out I am saying to people to whom I send them: "You may copy these resolutions if you desire to do so."

Now, I suppose you might want to get my reaction on the cause of vandalism, or what I think to be the causes. I will assure you that I have really nothing new to offer. I imagine that you have heard these same arguments before.

But I personally feel that it comes down to two major situations: the broken home, and the home where both parents are working and the children have no kind of parental supervision.

I have found from my own experience, that in homes where there is love and affection there is no delinquency.

And in homes where there is religious atmosphere there is no delinquency.

Now, what about the solutions? You hear a lot of talk about recreation and I think increased recreation is a very desirable thing. I do think, however, that the whole problem goes deeper than that. I feel that there has been to some extent a turning away from fundamental moral principles.

When I talk to groups and I talk to a great many of them, I like to talk particularly to the parents of the young, the pre-teen-ager group. I say to them, "Unless you train your children in the habit of obedience and respect for authority before they become teen-agers, it is too late by the time we get them up in the high school."

The CHAIRMAN. You do not mean it is too late necessarily, but they are in trouble by that time?

Mr. CASEY. They are in trouble by that time; that is right.

Mr. BEASER. Mr. Casey, what kind of a child have you found, if you can generalize, that does break the windows in the schools, does destroy the property in your gymnasiums? Can you generalize?

Mr. CASEY. I would say that the children who do these things come from all types of homes. They are not underprivileged children cer-

tainly, because we have suburbans here not too many miles from where we are where they have great problems and they come out of homes where they certainly are not underprivileged.

My committee has submitted to the State legislature a bill in which we are asking that parents whose children have been proved guilty of doing property damage shall be made to pay for the damage done by their children. Whether we will be successful or not I do not know.

But it is the feeling of our committee that some type of legislation of that kind is needed.

If we can hit the parents of the children in their pocketbooks, I doubt that their children will repeat their acts of vandalism.

I have one final thought. My committee is an inspirational committee as it were. It is a citywide affair. We can supply material, we can give advice, and all that, but I think if you are going to solve this problem you must do it on the neighborhood level, or on the block level, if you will.

And it pleased me beyond words to receive only the other day a notice from the Jamaica Plain neighborhood council that they had formed a local committee to cooperate with me in this program in their particular neighborhood. If that could go on all through our city, I feel that something can be done.

Now, I have not said anything about what we have done in 1953, as far as glass breakage is concerned. I have those figures in front of me. I told you that in 1952 the glass breakage was \$69,184, and that there were 88 cases of breaking and entering into our school buildings.

I have the final glass breakage report for 1953. For the first time in 7 years we have a very decided drop, because in 1953 the total figure for the public schools of Boston was \$35,752, a drop of \$15,432 over a year ago.

Mr. BEASER. When you say glass breakage, do you include all damage to school buildings in that?

Mr. CASEY. No; just the glass, the actual glass broken in the windows.

Mr. BEASER. How about the other types of vandalism? Do you have those figures?

Mr. CASEY. In my report here which I submitted to the superintendent earlier, I have these figures.

The glass breakage in 1952 as I said, is \$69,761. The Boston Edison street lamps—I contacted the company and asked them if they could give me a figure of what it cost them to replace broken street lamps, and they gave me figures of \$36,000.

Damage to streetcars and buses, they gave me a figure of \$25,000. And damage to telephone equipment, \$12,000.

The CHAIRMAN. Were they able to pin this on juveniles?

Mr. CASEY. I asked them that and they said they could. That total, Senator, was \$142,761.

Mr. BEASER. For what year?

Mr. CASEY. For 1952.

Then I say the above figures do not include further damage to municipal buildings, recreational facilities, and to private property. If these latter figures could be obtained I believe it would be safe to say that the damage from vandalism alone in the city of Boston approached \$500,000.

My final words are these: Once more I want to compliment our schoolteachers, the classroom teachers. They are right with the children every day and I think they have an opportunity of a lifetime not only in Boston, but across the whole country.

But my committee is realistic about this problem. It does not expect miracles. This is a long-range program requiring continuing efforts for years. The beginning we have made, however, encourages us to carry on because if we are successful in reducing the amount of vandalism in our city, then the contribution that this committee can make in the field of good citizenship will be immeasurable.

That is all, gentlemen.

The CHAIRMAN. This information will be made exhibit No. 13.

(The material referred to was marked as "Boston Exhibit No. 13," and is on file with the subcommittee.)

Mr. BEASER. Mr. Barry, I wonder if you would give us briefly the story of truancy, if you will?

Mr. BARRY. My picture is a little bit different. I have been, excluding 6 years in the last war, 25 years dealing with truants in Boston. I am working well into the second generation. I know intimately a good many of the young people in whom you are interested, the delinquent.

I know these people. I know them intimately. I talk to them. I see them. I try to find out what is the matter with them and why they feel this way about things.

We have here a system for checking illegal absence which I am sure is the best in the country. We have our 32 supervisors assigned geographically. We plan to keep them in their districts as long as possible so that they will become well acquainted with their families, well acquainted with the facilities available in their districts, and in that way will be able to deal much better with them.

Mr. BEASER. What do you mean by supervisor?

Mr. BARRY. What you probably would term a truant officer has by legislation in Massachusetts been titled supervisor of attendance. We have 32 in Boston assigned geographically.

Mr. BEASER. For how many children?

Mr. BARRY. For 91,089 public-school children, 42,759 parochial-school children.

The State law provides that the school committee of the city is responsible for the attendance of all children within compulsory school age at either a public school or a school approved by the superintendent of schools as suitable for educational purposes in the city.

By having these supervisors assigned geographically, we get very fast action. They deal immediately with the school and the family. There are no intermediate stops.

Some cities have zones where there are intermediate stops, as much as a delay of 5 days between the time the child is out and the call made at the home.

In most cases we have the child back the next day. In many cases we have him back the same day.

Mr. BEASER. That report does not go to the superintendent?

Mr. BARRY. Before it is investigated, no. It is investigated immediately. The supervisor has wide powers of discretion to solve it, himself, or herself, until it gets to a case of transfer or court action, then he must go higher.

But prior to that it is between the supervisor and the principal of the school and the family.

MR. BEASER. Could you go back one step before it gets to the supervisor. Then tell me a little bit about what help an individual teacher would get in a place like Roxbury. You have an elementary school in Roxbury and a classroom teacher sees a child, third grade, fourth grade, who shows some signs of needing help. Has she in that school an available psychiatrist before she calls you in? Does she have professional services?

MR. BARRY. Within the school there would be no such thing as psychiatric care. There are two agencies to which she might appeal. The teacher, of course, first should take the matter up with her principal. The principal might well say to our supervisor, "Would you make a call at this home, see what the story is there, and see what arrangements can be made about this child?"

Well, we have also another service in the system, a division of juvenile adjustment, strictly for social services.

If we find that the problem is not one that properly belongs within our confines—we have thousands of calls to make a year, we handled 51,000, 51,415 cases last year—if, of course, we find that this child is not an attendance problem, is a child who needs help but is not particularly a problem of illegal absence of any kind, we would then advise the division of juvenile adjustment, who have more time for such things and who in that way are better equipped to handle it, be called in to take over this particular case.

MR. BEASER. Now, the division of juvenile adjustment is staffed by how many people?

MR. BARRY. The division of juvenile adjustment has 1 head of the division and 5 teachers of juvenile adjustment, as they are classified.

They are social workers who are constantly in touch with the various agencies and who endeavor by persuasion and more or less peaceful means to procure their result.

If it gets beyond them and they decide they will need legal action, or a little bit of force behind it, they will turn it back to me.

Anything that requires legal action in the school system will come to us, either a case of an attendance or a case of a school offender, a child not amenable to the ordinary discipline of a school, why, that will come to us for, if necessary, action by the courts.

MR. BEASER. That applies to the city?

MR. BARRY. Yes, sir.

MR. BEASER. What is their caseload?

DR. HALEY. Last year there were 450 cases referred to this particular division.

MR. BARRY. You see, we handled 51,000 cases so we would prefer, when we feel cases are not particularly ours, that they come in and help and if they find they are getting no cooperation and they need something along our lines, they will refer it back to us.

MR. BEASER. Now, are the supervisors specially trained social workers?

MR. BARRY. Our supervisors are taken from a civil-service list. For many years there was no particular training, but with the passage of the youth service law, which established our youth service authority in this State, there was incorporated in that law, much because of my own agitation, a provision that the State Department of Education would decide on qualification for supervisors of attendance.

They have now decided on the following qualifications:

Age limit, 30 to 45;

Two years experience as a teacher, or 2 years as a social worker in a recognized professional agency;

Or 2 years as a probation officer; or 2 years as a parole officer with children, or 2 years as a parole officer assigned to family and juvenile problems.

Or in lieu of 1 year of such experience, a year beyond a bachelor's degree in social studies.

That is, of course, a step in the right direction, and it is boosting our qualifications.

Prior to that, for many years, since the passage of the law on compulsory school attendance in 1852, the qualifications back through the years in many cases were not high enough.

Now, I feel that we are getting the best. The competition is such that we are not getting people without degrees any more. The examination takes care of that.

Mr. BEASER. I gather from the way you said it that you thought this was a step in the right direction.

Mr. BARRY. I would rather see higher qualifications but, of course, I have to be governed by what the Department of Education would do.

Mr. BEASER. Where your supervisor gets the complaint from the principal by the child, will you tell us what you do, how you carry it out?

I am interested in what happens at the Godvin School.

Mr. BARRY. The supervisor gets this complaint on a written card, a stub to return, and the stub is returned to my office. The first thing he does is make a call at the home to see what is the trouble. His approach is usually, "Johnnie is out of school. Now what is the trouble?"

Maybe he is sick, maybe he isn't. Maybe anything can happen.

From then on it depends on what happens. You may get an excuse. You may know the family well enough to know that you are getting an excuse that is true. Maybe he is sick. Well, from then on it becomes a matter of judgment, and if Johnnie is sick, all right, "What is the matter with him? How long can we expect him to be out?"

That is followed up. The card is not disposed of and is not closed until the child is back in school.

If it is an illegal absence we begin right away to do something about it. If we get a case where we have to go to court, I also send for the parents and the child. We have a conference in my office; we go into the entire situation, find out if there is any chance of reform, if there is, fine; we give them that chance to reform.

We watch them and about 80 percent of the cases that come to me do not go to the court after they come in.

About 20 percent do not cooperate or cannot cooperate and do go into the courts.

Mr. BEASER. You have a special school, have you not?

Mr. BARRY. We have for boys, established by legislation in 1914, prior to that we had a parental school which was a 24-hour custodial school. That was done away with in 1914; replaced by the Boston Disciplinary Day School.

It was later changed to the Godvin School. It is a school to which the superintendent may transfer at his discretion boy truants and

school offenders. It is set up particularly to handle those problems in that it has a heavy industrial course.

It has very small classes and specially qualified teachers who are paid above the rate of the regular teacher.

Mr. BEASER. You ask for special qualifications?

Mr. BARRY. They pay for them, too. They are paid above the rate of regular teachers.

Mr. BEASER. You have more teachers per child in that school?

Mr. BARRY. Indeed we do. The superintendent has told you that his average is about 35 throughout the city. The Godvin School's average is 15. It may run at times to 20, but not any higher.

Mr. BEASER. Now, I imagine if you have all these children concentrated in one school, you have a few disciplinary problems.

Mr. BARRY. We have almost no disciplinary problems in the Godvin School on account of the type of teacher we have in the Godvin School. We have disciplinary problems that are sent to Godvin School from other schools and who cease to be disciplinary problems when they go there.

We have never in my time had occasion to commit to the county training school a disciplinary problem.

Mr. BEASER. You do not go to court on them?

Mr. BARRY. We never have in my mind. The Godvin School is so set up that it is almost impossible for the boy to become a disciplinary problem. In the handling of these children it is a good deal like the training of anything. If you train a horse to take a jump, set up wings so there is no other place for him to go but over the jump. If you set up a school for people, you set up a place where there is no place for them to go but the right way.

Mr. BEASER. I was under the impression from Dr. Haley that he was sending some of the children to the Middlesex County Training School.

Mr. BARRY. He sends truants. We do have truants. Of course, I will say this much, that very close to 100 percent of the truancy comes from broken and inadequate homes.

Now, I see these people; I know them intimately. I know exactly what is going on in their homes. Their homes are broken one way or another. Both parents working. One parent not in the home. One parent an alcoholic, maybe both parents alcoholics.

This is very nearly 100 percent. If we could cure the home, we could cure the truancy, but, of course, that is a difficulty.

The CHAIRMAN. If you could cure the home you could almost cure juvenile delinquency, could you not?

Mr. BARRY. I think so. Of course, as Dr. Haley says, juvenile delinquency goes back a long way. It goes back far enough so that when Moses was handed the Ten Commandments, the fourth one was the one that was expressed to prevent juvenile delinquency. That, of course, to my way of thinking imposes an obligation on both the parent and the child.

You don't say, "Honor thy father and thy mother," and not let the father and mother be worth honoring.

There was also an interesting thought garnered from a Jesuit in India who told me one day as we sat over breakfast that he thought the Lord when he gave the Ten Commandments gave them in the order of their importance. The first three dealt with human relations with

God. The next one, and from then in, human relations with their fellow man and the first one of those is the Fourth Commandment. I don't know whether he is right or not, but he was a lot closer to God than I ever will be.

But it was an interesting observation. I think if we could get parents to take their responsibilities more seriously, the ones we are able to persuade, are able to stop our truancy.

Mr. BEASER. How does that work out as far as Godvin is concerned? Do you have a special person that goes in the home of these children?

Mr. BARRY. The only special person we have that goes in the home of the children at Godvin's is a school nurse that is assigned there. One of the rules at Godvin is that we expect a telephone call that day if a child is out of town. If it is a sickness the nurse goes down to be sure it is.

If we don't get the telephone call, if it is truancy, the supervisor in the district who knows that child will make the call and will find out what the reason for the absence is, and what the chances are of getting that child back in school, and when.

If it looks hopeless, then the case will be referred to me and I will then consult my assistant superintendent if I want to take it to court, but first I will consult the parents.

I send them a registered letter with a return receipt requested. I know they got it. I give them a deadline on when they must see me. They always come and they always bring the boy or girl with them.

Mr. BEASER. I was getting back to the original statement about working with the home. Does the teacher at Godvin work with any family service agency, get the service into the home?

Mr. BARRY. We do that. If we find that the home needs any help, our supervisor will arrange for that help.

As a matter of fact, I have seen the day that the Godvin School itself will give out help. I have taken myself hundreds of dollars worth of food from the Godvin School to various homes, food that was contributed by the teachers in the school.

Our own supervisor, who knows the family, who knows all the agencies in the district, too, if he finds a case that needs quick help, he will get it to it.

Mr. BEASER. He will get psychiatric care in the home?

Mr. BARRY. If they will accept the psychiatric care. In many cases you have difficulty getting them to accept it. The only thing you have left is get the matter to the court, have the court order the psychiatric care.

In a good many instances this type of family will not accept many of these things when offered to them. They are the type I am speaking of when I say broken homes, and disinterested homes.

Mr. BEASER. Psychiatric care is by other voluntary agencies in the area?

Mr. BARRY. We do not have such agencies in the school. We do have the Youth Service Board, the detention home, the court may order a boy committed there for clinical observation which will include psychiatric care.

We do have the outpatient service, one at our own Boston Psychopathic Hospital. We do have clinics available on an outpatient basis. We do have Metropolitan State Hospital to which the court can commit them, and we do have the Catholic Boys Guidance Center and New England Home for Little Wanderers.

These last two will take the children in. The Little Wanderers has been doing that for a great many years. They take a child in on a voluntary basis. He or she lives right there, is studied by a psychiatrist, a school teacher who teaches the child, a house mother who watches over the child while he is not in school and the various social people who may be interested before the child gets there.

At the end of their study they have a conference of all these people. Their observations are all noted and a solution is arrived at at a conference of sometimes as many as 10 or a dozen people who are interested in this child.

A 24-hour custodial basis would be the thing. Well, the Nazis had that. The Facists had it. Hirohito had it and we didn't like it, taking children over 24 hours a day.

I think that a great deal of this responsibility belongs rightly with the parents. It should be placed there.

The schools have a definite place in the community. We can teach the things that can best be taught in the schools, but there are many things about morals and behavior which must be taught in the home on a 24-hour basis and not on a 5-hour-a-day school basis.

Mr. BEASER. I have one question I want to address to Dr. Haley in relation to recreation.

I think I got lost just a little bit. You said you had gymnasiums which you say were used. We had a witness yesterday afternoon who was making some statements just about that; the he had a group of children in the South End who just could not get a gym.

Now, if the gyms are used at night, as you say they are all taken up, where do the kids in the neighborhood go if they want to have a basketball game of their own?

Dr. HALEY. The gymnasium in that neighborhood is being used by groups from the neighborhood. It would not be from another neighborhood.

In other words, we cannot do any more than to take the youngsters from a particular neighborhood, let us say, the South End, and take those youngsters and put them in our gymnasium every night in the week.

Beyond that, of course, we cannot do more.

So far as we are concerned we have reached the saturation point in what we are able to offer.

Mr. BEASER. I think there is more of that type of facility needed because, as indicated by your statement, your facilities are taxed to capacity.

Dr. HALEY. Our facilities are taxed to capacity.

Mr. BEASER. I wonder if you would say something about the relationship between the schools, your own problems in getting sufficient facilities and the location of housing projects. Do you find that to be a problem?

Dr. HALEY. You mean the establishment of schools?

Mr. BEASER. How it works when a housing project is established. Do your schools form any sort of release for the children as far as the recreation facilities are concerned, or are the housing projects too far from school?

Dr. HALEY. No; practically all of our housing projects are close to schools.

In other words, the Cathedral housing project in the South End, we have a gymnasium in English High School which is available.

You go out through to some of the other sections, in general we have pretty good gymnasium service for housing areas.

There is being built at present a housing area in South Boston. They are providing in that housing area an administration building and library for recreational purposes. We are constructing a school in that area.

Mr. BEASER. What about the playgrounds? Are they kept open?

Dr. HALEY. Yes; the yards of our buildings, or our school buildings are open all the time.

Mr. BEASER. Supervised or unsupervised?

Dr. HALEY. In the spring and summer they are supervised by regular play teachers.

Mr. BEASER. Until what hour?

Dr. HALEY. Until, let us say, 5 or 5:30.

In the wintertime, of course, they are not supervised.

Mr. BEASER. They are not supervised at night?

Dr. HALEY. That is true.

Mr. BEASER. Or early evening?

Dr. HALEY. That is true; they are not.

The CHAIRMAN. What about the summer?

Dr. HALEY. We have playgrounds operating all summer from 9 o'clock in the morning until 3 or 4 o'clock in the afternoon.

Mr. BARRY. I think I can tell you something about this housing project. For instance, I think the housing project goes a lot deeper than lack of recreation. We have in South Boston 2 housing projects, the 2 original ones in Boston, Old Colony and Old Harbor.

Right in the middle is Columbus Park, Carson Beach, and miles of strandway, and Sandy Point, a playground of magnificent proportions, but it has not stopped this gang business and it has not stopped delinquency.

I think that the housing project goes a lot deeper than that. I think when you put people in a housing project you take away a lot of the ordinary responsibility that people are supposed to have.

With many of the rights we have there are some responsibilities. When you put people in a housing project where the utilities are all nothing to worry about, they are all there, there is nothing, you just walk in and close the door, you walk out and close the door.

I have been in housing projects that when a month old you open the door, and the stench in the place would knock you down. How they got them so dirty and so fast, I don't know. It is a question of responsibility of people and it travels from the parents down to the children.

In the Old Harbor project they built in the middle of it a place called Sterling Park. They adorned it with these sandstone statues of colossal proportions, big statuary dignifying labor. There is not a whole statue in place. It wasn't 2 months after they built them they broke them all.

I don't know, they have been given up on grass in most of these projects. They put macadam in because they could not plant the grass fast enough to keep them from tramping it down.

I think the projects in South Boston have in the middle of them Columbus Park, a big playground and they have Carson Beach and miles of strandway on the beach, running down to Sandy Point, in-

cluding L Street. We have just as much trouble in those projects as we have in any other and it is not lack of playground.

Mr. BEASER. I drove by one in South End that seemed to be very large, right on the street, in a commercial street.

Mr. BARRY. That is the big one, 13 stories high.

Mr. BEASER. Very high.

Mr. BARRY. That is, of course, an unfortunate location. It is in the middle of a district where you would have difficulty providing any playgrounds; there is no land.

You have one municipal gymnasium just within a hundred yards of the project. It is small and does not offer very much. The Salvation Army tried many years ago to operate the Peoples Palace down there for the benefit of that so-called slum area at that time, very unsuccessfully. They had to give up.

Mr. BEASER. Where do the kids for that development go?

Mr. BARRY. The kids for that development are in a bad way for recreation. There is no place near them.

On the other hand, we have another one with Franklin Park on one side. Franklin Field on the other side, two tremendous playgrounds.

Now, the one at Mission Hill and the one that runs—we run projects that start at Shawmut Avenue, run to Huntington Avenue, and never run out of projects. There are no facilities there. In fact, even in the ones where we have recreational facilities we don't cure delinquency there and we don't notice too much difference in it.

I think recreational facilities are wonderful things to have, but I think there is also a deeper problem in housing than simply recreational facilities.

I can remember, as a boy, I lived in an area where we had no recreational facilities. We walked for about 3 miles to Franklin Park, but we did it every day after school, and walked back again.

Mr. BEASER. Franklin Park has no supervised recreation?

Mr. BARRY. In those days I recall the sporting columns of the newspaper always carried advertisement of kids' baseball teams who advertised for games, half fares taken or given, and if you wanted to play away from home you brought your nickel to give to the opposing player and if he played on your grounds he brought the nickel carfare for you.

So I think that the thing goes a lot deeper. I don't think we are going to cure it by supervised recreation. I think we are going to have to approach it from a much more serious angle.

I think we have to get at the place where home is home and morality is a thing considered in the home 24 hours a day and children are supervised and questioned about their activities and there is some order to their activities and it is not just left up to them or left up to some outside influence, somebody whom we pay to run their recreation, whom we pay to teach them their religion, whom we pay to teach them everything.

There is some responsibility on the parent. It should be placed there and they should accept it with the children.

Mr. BEASER. I have no more questions.

The CHAIRMAN. Mr. Barry, the Chair unfortunately was called out of the room to take a long-distance call.

Did you testify at all as to the contacts which you have in your work with the police and with the courts?

Mr. BARRY. Yes, we take these cases before the court on truancy. In fact, under our State law the only one who can bring a charge of truancy is the supervisor of attendance. The charge must be brought by the supervisor of attendance.

The CHAIRMAN. I did not mean particularly with respect to truancy, but do you exchange records.

Mr. BARRY. Certainly, we cooperate all the time, the supervisors in the district are cooperating all the time with the police in the district, with the court in the district.

The CHAIRMAN. If the police have a record of delinquency, you also have it?

Mr. BARRY. If we want a record it is available to us any time we want it. We don't automatically get it and I don't think it would be a good thing for us to automatically get it because I feel that the laws of Massachusetts make juvenile hearings closed hearings to everybody except those directly interested in the case.

They make juvenile records closed records to everybody except those directly interested in the case.

I feel that unless we discover for ourselves that we need to know something about this child, that there is no good reason for putting that child's record out any more than is necessary.

We are alert enough and we are on the job enough, we recognize no hours of work, the attendance people recognize no hours. We work at midnight, we work at 5 o'clock in the morning necessarily sometimes.

We will find out when we need to know something about the child.

The CHAIRMAN. There is no conflict between the police and the school authorities?

Mr. BARRY. Absolutely not.

As a matter of fact, I deal with the Federal Bureau of Investigation at least once or twice a month. They are asking me for information which we can get better than they can. We cooperate very nicely with everyone except the bill collectors who would like new addresses.

The CHAIRMAN. Mr. Barry, we are grateful to you.

Dr. Haley, we are grateful to you, and to Mr. Casey. You gentlemen have given us a very fine account of yourselves here this afternoon and built a record which I am sure will be useful in guiding the committee to the proper conclusions when it writes its report for the Senate of the United States.

Thank you very much, gentlemen.

Dr. HALEY. Thank you, sir.

Mr. BEASER. Mr. Fred Amershadian.

The CHAIRMAN. It is nice to see you. Will you state your full name, address, occupation, and association for the record.

STATEMENT OF FRED AMERSHADIAN, COORDINATOR, BOYS' TOWN OF MASSACHUSETTS, INC.

Mr. AMERSHADIAN. First of all, let me thank you for the opportunity of appearing before your committee.

My name is Fred Amershadian. I live at 28 Coolidge Road, Watertown.

I have been in boys' work for 15 years—being former YMCA boys' worker in Boys' Town, and I also worked for a short period of time at the Youth Service Reception Center in the latter part of 1949 and early 1950.

I represent a group of veterans of World War II who are interested in helping boys and who back in 1950 realized the seriousness of the juvenile delinquency problem. Ever since then we have been laying the groundwork for a Boys' Town project, not only for here in Massachusetts, but in other sections of the Nation.

As we talk of the reasons why we have juvenile delinquency, I believe it is also very timely to present contemplated national plans which could meet the need constructively, effectively, and speedily.

Our organization has such a plan based on 3½ years of research and practical experience, and consultation with the leaders of the social-work field in this and neighboring States.

At this point I am sure the question that arises in everyone's mind is: Do we really need a Boys' Town? The answer is definitely "Yes."

Back in September 1950 when we first applied for a charter here in Massachusetts we went on record at that time saying that 2 years hence there will be a wave of delinquency here in the city unless we can meet the problem on a preventive basis.

At that time no one paid too much attention to the statement, and the results of 1952 are a matter of record.

Then in 1953, just recently, we approached some of the head workers of the child-placement agencies in this State, both public and private agencies, Red Feather and State agencies. We asked them this time, Is there a need for a home-school project in this area?

Each one of the gentlemen answered "Yes."

We then asked, Will the need be greater or less during the next 10 years?

Each one of them answered, "It will be greater," with the exception of one who said, "It will be much greater."

The next question we asked was, Do you have waiting lists of boys that need to be placed and, if so, would you be willing to place them in a recognized home school that we hope to have here in Massachusetts?

Each one of them said "Yes," and they gave the number of placements that they needed.

The final question was, How much of the tuition can your organization pay? And the minimum amount that each one of these agency heads could state was at least half, one-half or as high as three-fourths of the amount of money that is needed for a boy to go to Boys' Town.

Consequently, with this form of security based on need, I am submitting the following proposal:

1. A national federation of 30 new home schools of the Boys' Town type, each home to be established preferably in the deactivated military areas, or adjacent to active national-defense installations, whether they are Army, Navy, Marine Corps, Coast Guard, or civil-defense installations, Air Corps or National Guard.

Now, let me interrupt at this point to say this about locations. Location, as in business, is most important, especially where home schools are established, even well organized, and the ones that have been in operation for a number of years find that it is one of the most

important jobs to have a home school operate with a community nearby that is ready to criticize the first time a boy steps out of line.

We, ourselves, have tried eight different times in Massachusetts to be located in what we considered good communities and each time it only took a minority because we know the minority were in favor, but a minority who made it difficult and rather embarrassing and it was almost impossible for us to go ahead with our plans in those communities.

The idea came to us that with all these buildings that are available and not being used at these Army installations, especially, that possibly that might be the answer.

I will support that as I go along.

Two—this is the second part of the proposal—each of the proposed 30 units to accommodate approximately 300 boys on an annual basis and 3,000 boys on a short-term summer citizenship training program for boys who have been involved in home, school, and community problems.

Three, the total proposed program could be coordinated in a civilian-defense auxiliary in cooperation with community, State aid, and in the units of the Ground Observer Corps.

Through the above plan, the prevention and rehabilitation needs of approximately 100,000 boys, deserving and intelligent, could be met in an efficiently coordinated nationwide program.

A nationwide program such as the above would supplement and help to make more effective, without duplicating, existing policies and programs of YMCA, YMHA, church, school, Boys' Club, Boy Scouts, 4-H, and other youth-service agencies throughout the United States.

It is a well-known fact that the relatively small number of home-school organizations now in operation have long waiting lists which are becoming longer with each passing week.

At this point let me just pass a word of comment to some of our home schools that we have here in Boston. We have several that are doing an excellent job. We should recognize their work.

The New England Home for Little Wanderers, the Good Will Inn for Boys, and the Catholic Boys Guidance Center.

We are in the process now of negotiating with the United States Army for a site on a deactivated military installation. The buildings are in first-class condition and can easily accommodate the anticipated number of boys.

We know that there are many other sites of this type available throughout the Nation and we believe that the acquisition of these sites could be the first major step in helping 100,000 American boys grow in the right direction, thereby combating squarely the nationwide problem of juvenile delinquency.

To substantiate this program we have prepared a group of facts which we have already submitted to your committee, and which should be known to all so that the problem of this home school, the need for this home school, will be carried out.

1. The hardened criminals of today were juvenile delinquents of only a few years ago. A high percentage of them could have been saved by proper preventive measures.

2. The overwhelming cost of crime is not over \$15 million annually in the United States. This means an annual cost of about \$100 per citizen.

3. The cost of home schools, Massachusetts Boys' Town plan, for preventive work, 30 new home schools serving 100,000 boys, would be approximately \$15,000, or 10 cents per citizen annually.

This is less than the cost of a modern highway and much less than the cost of a single battleship.

4. Recidivism. In 36 State penitentiaries in the United States, between 51 percent and 53 percent of the inmates had previously been sent to State training schools. Less than 2 percent of boys attending Boys' Town or Junior Republic types of home schools ever get into sufficiently serious trouble to send them to State prisons.

5. State training schools are necessary in an attempt to reform habitual offenders. Boys' Town types of schools are needed and are equally necessary as a proven effective means of intercepting the youngster in the early stages of his difficulties which are often caused or aggravated by broken home conditions, to provide a well-balanced guidance program to prevent his becoming a juvenile delinquent.

6. The tremendous rate of increase in juvenile crime makes it a tragic mistake to delay remedial action.

For example, approximately 1 one of every 2 burglaries committed during 1952 were committed by juveniles representing an increase of 150 persons over 1951.

These statistics were quoted by Dr. Beck of the Children's Bureau on December 2, 1953.

7. Aroused communities are doing their utmost to combat this tragic situation. They show a willingness to maintain and support preventive types of institutions, but it is apparently necessary to have the kind of teamwork which only the Federal Government itself is in a position to provide by furnishing surplus land, buildings, equipment, and financial aid.

8. Now for some boys foster home placements are adequate, but for many boys group living is necessary for the development of a sense of responsibility and good citizenship.

9. Finally, the lack of moral and ethical training is a common denominator among juvenile delinquents. A properly conducted home-school program stresses the teaching of the fatherhood of God, which is essential to the brotherhood of man.

Now, in the case of our main highways wherever congestion occurs, modern practice is to eliminate bottlenecks.

In the congested traffic of youth growing up a very obvious bottleneck exists to which sufficient emphasis has not been given to provide for its elimination.

The Midcentury White House Conference findings show need of home schools for certain types of youth.

Our own survey in Massachusetts indicated that 1 out of every 100 boys is in need of a home school training program and a very recent public statement by Dr. Eliot, raised the proportion to 150.

THE CHAIRMAN. You were referring to Dr. Eliot of the Children's Bureau?

MR. AMERSHADIAN. Of Washington; yes, sir.

Therefore, I am happy to say that this large section of Camp Edwards, situated on the cape, not now in use, affords good possibil-

ities for almost immediate services as a first unit for Boys' Town of Massachusetts, with the advantage of excellent equipment and the psychological benefit to the boys of being in a military setting, for which they have at least a subconscious respect.

A lease has been drawn up which has been approved by the United States Army, the Pentagon; the lease is dated for April 1954. We are seeking the final step in this lease and that is to secure permission from the State of Massachusetts, since it is on State-owned land.

And yesterday in the Senate the rules were suspended to allow this bill for consideration. It is being sponsored by Senators Cutler and Quigley and we have already approached many of the persons who will have a great deal to do with the passing of this bill and it does look like clear sailing ahead.

MR. BEASER. How does this tie in with the program of the Youth Service Board? Do they not have facilities, too?

MR. AMERSHADIAN. First, of all, let me say that we are very fortunate in having a person like Mr. Coughlin in charge of our Massachusetts Youth Service Board. I think he is doing a wonderful job and will continue.

However, there seems to be a line between the type of boy that we would be handling, or hope to handle, and the type of boy that they handle.

MR. BEASER. Would your boys be commitments from courts as delinquents?

MR. AMERSHADIAN. First of all, no private agency can have a boy that has been committed as a juvenile delinquent. They cannot accept him.

However, upon review by the Youth Service Board, if the board feels as though they would not like to place this boy in their State training school, they put that boy up for placement, and he can be referred to a private agency such as ours.

MR. BEASER. Then Mr. Coughlin would be using this facility?

MR. AMERSHADIAN. We hope to offer him as many places as he wants.

MR. BEASER. He has not gone along, or has he? Is that part of his planning, too?

MR. AMERSHADIAN. In this State there is an antiaid bill to charitable organizations and consequently private organizations have to act on their own and State agencies act on their own.

However, we have been in consultation with him and he was one of those gentlemen that I mentioned that was in that survey in 1953.

MR. BEASER. So that I understand it, Camp Edwards is down on the cape?

MR. AMERSHADIAN. Yes.

MR. BEASER. You would be taking boys from the city?

MR. AMERSHADIAN. Yes.

MR. BEASER. And putting them into a country setting. Camp Edwards is a very big place, and it does not resemble Boston very much. Do you think Camp Edwards itself would satisfy the average kid brought up in the city streets?

MR. AMERSHADIAN. We know this, that the average youngster in the city streets—mind you, I worked years in Boston, Charlestown, North and West End—they certainly do have a respect for the military first of all, and, secondly, if you have been down to Camp Ed-

wards recently you will notice right next to it is Otis Air Base and there you have all these jets flying around and that is appealing to any boy.

However, if you will let me get in my next remarks I will show you how it works out in their favor.

From the background of events and thinking which has just been described, the following suggestions have been developed which may help in overcoming the lack of locations for needed home schools on a national scale and expedite their operation.

One, assignment of Government surplus property, land, suitable buildings, and equipment.

In many cases such lands, buildings and equipment are now suffering deterioration and loss from lack of use and property upkeep.

There is a swimming pool down there that cost a million dollars to build and that is going to waste and other things.

Our experience has shown that while the public is interested and willing to contribute to the maintenance of such home schools, it usually is impossible to obtain by public subscription a sufficient appropriation for the purchase of land, buildings, equipment, in addition to the cost of overhead.

When an attempt is made to raise such large sums other fund raising organizations often object to new campaigns and the result may become sort of rivalry instead of teamwork and cooperation which are needed so greatly for all types of social work.

Now, Mr. Beaser, it is this next point here that I believe makes the difference between helping the boy or not helping him. While I was at the Army and Navy Y in Charlestown, I had close to 35 V-12 and Army personnel come in and take over club groups of boys. The job they did with those boys was excellent. It is a priceless form of leadership and it is certainly available down there with about several thousand men there at Otis Air Base.

So, No. 2, establishment of Big Brother services by neighboring military personnel.

The techniques and attitudes which military personnel have learned from the morale building experience of befriending needy children in foreign lands will also accomplish great things for American children right here at home, especially when locations are in, near, or adjacent to military installations.

For some time emphasis has been on the desirability of normal community living for placed-out children, but the difficulty of persuading communities to accept and assimilate home schools or so-called unadjusted youth, is well known to those who have explored such difficulties in many different localities.

It is believed that many military men away from home could do much to help boys away from home under the guidance of competent Boys' Town staffs. This could be a powerful means of mutual morale building for both groups on a Big Brother basis.

Three, acceptance of responsibility by the State for schooling of the boys. Although in Massachusetts one of the general laws relating to education entitles a child to attend school in the community where he resides, the Commonwealth of Massachusetts further recognizes its responsibility by paying tuition for children in localities where they are placed by providing schooling in State institutions and then charging it to communities from which the children come.

That practice provides for an equitable distribution of educational cost among the places normally responsible if the children were educated at home.

It also provides for proper supervision by the State Department of Education.

Operations under private auspices whenever possible. Experience has shown that it is extremely difficult for the States to provide adequate facilities and staff for meeting the physical, spiritual, educational, psychiatric, and social needs of children in State-operated institutions as compared with private agencies. There has been no guarantee that a changing political administration will either obtain or retain staff personnel on the basis of their individual qualifications such as personality, efficiency, proper training and skill, sense of proportion, understanding, and other exemplary qualities.

Private agencies can, and do, secure and retain staff because of such character and ability qualifications.

As soon as the Federal Government is ready to act in this area of juvenile rehabilitation, just as it took the initiative in the matter of social security, we suggest the following steps:

One, from available State statistics and surveys determine as accurately as possible the actual number of home schools needed.

Our recommendation for 30 new home schools is our own estimate.

Two, analyze the qualifications of the various surplus properties available and suitable in or reasonably near the areas of problem concentration.

Three, select from these areas through existing agencies well-qualified personnel who can supervise the organizational and developmental work and allow them to select their respective staffs.

Four, assist in the preparation of the curriculum, the programs and operating budgets at least in their basic form with details to be worked out by individual supervisors.

Statistics indicate that the average cost is \$2,000 per boy, which is much less than the cost in most State training schools.

In some cases this is only one-half of the cost in the State operated institutions.

In many areas the existing private and public agencies for children's placement are able to pay approximately 50 percent of the cost and tuition and care in home schools.

If the Federal Government will provide the remaining 50 percent, in other words, matching dollar for dollar, there would be no need for a new fund-raising campaign on a national level.

To the extent that the Federal Government is willing to alleviate this national emergency by furnishing aid, the needed programs can be put into operation that much more quickly and equitably throughout the Nation.

Let me just read a portion of an unsolicited editorial which appeared in a Massachusetts paper just recently when they heard of our plan.

It is hoped that the Federal Government will find a way to grant this modest request of responsible citizens organized to combat juvenile waywardness, in other respects at their own expense. What better use can be made of the property no longer required for military purposes now lying idle in various sections of the country.

Incidentally, this idle military property was bought and developed with taxpayers' dollars in the interest of national defense. It will be no less in the

interest of public decency if it can now be used to combat juvenile delinquency, a domestic threat that is causing deep concern to the Nation.

Finally I have a letter written by Mr. A. H. Parker, Jr., president of the Old Colony Trust Co. Mr. Parker suggested Robert Cutler, who at present is in Washington—

The CHAIRMAN. Mr. Amershadian, the afternoon is going along. How long is this letter?

Mr. AMERSHADIAN. I can bypass it.

The CHAIRMAN. I do not want to bypass it.

Mr. AMERSHADIAN. It is an important letter. It comes from the man who is head of the Red Feather agency in Boston. I am sure a letter from him on this whole situation can clarify some of the points I was not able to clarify.

The CHAIRMAN. You could put the letter in the record and the subcommittee will read the letter, I am sure.

Mr. AMERSHADIAN. All right. Let me read one paragraph, sir.

The CHAIRMAN. Proceed in your own manner.

Mr. AMERSHADIAN (reading):

I am writing this letter in support of the position taken by the Massachusetts Boys' Town group suggesting that surplus military property be allocated for boys' work programs such as their own.

Further, experienced boys' workers have told me that the slight military flavor of the work with the boys is sometimes an advantage. There is no intention to make this into a military-type school. Boys, on the other hand, have an underlying respect for the Armed Forces and want to emulate the fine qualities so often seen in our servicemen. For this reason, volunteer guidance by military personnel during their spare time could prove of great value. In almost no case would the establishment of a Boys' Town on a military reservation cause the difficulties with the neighbors which I have mentioned above.

The CHAIRMAN. Now, the letter will be marked and placed in the record at this point in your remarks.

Mr. AMERSHADIAN. Thank you, sir.

The CHAIRMAN. I can assure you it will be carefully read by every member of the subcommittee.

Mr. AMERSHADIAN. Thank you, sir.

(The letter referred to was marked "Boston Exhibit No. 14," and reads as follows:)

OLD COLONY TRUST CO.,
Boston, Mass., November 3, 1953.

SPECIAL SENATE COMMITTEE ON JUVENILE DELINQUENCY,
Senate Building, Washington, D. C.

DEAR SIR: I am writing this letter in support of the position taken by the Massachusetts Boys' Town group suggesting that surplus military property be allocated for boys' work programs such as their own.

The experience of this group in the past 3 years has demonstrated very clearly how difficult it is to locate one of these projects in any residential community. The universal reaction is that establishment of a Boys' Town in the community would be a detriment to it; the residents become fearful that delinquent boys will be loosed upon the city or town, with resultant disturbance and damage of property values. Whether this fear on their part is justified is highly doubtful. Towns having in them State institutions seem to be able to get along perfectly well, and those where private institutions working with boys who have shown tendencies toward delinquency do not have in general any trouble in getting along with the institution. Even though unjustified, the fear very generally exists, however, and makes the location and establishment of a Boys' Town project extremely difficult.

This fact is part of the background of the recommendation that unused military property be allocated for the purpose. It has other advantages of making

available military personnel for part-time work with the boys on a volunteer basis and of worthwhile utilization of buildings which would otherwise go to waste.

Further, experienced boys' workers have told me that the slight military flavor of the work with the boys is sometimes an advantage. There is no intention to make this into a military style school. Boys, on the other hand, have an underlying respect for the Armed Forces and want to emulate the fine qualities so often seen in our servicemen. For this reason, volunteer guidance by military personnel during their spare time could prove of great value. In almost no case would the establishment of a Boys' Town on a military reservation cause the difficulties with the neighbors which I have mentioned above.

There seems to be no doubt about the need for such a project in Massachusetts. The figures on delinquency are truly alarming, and seem to be continually increasing. Getting the potentially dangerous school would be of the greatest benefit to our crowded cities. If rearmament or another war should cause the military to need the allocated buildings again for military purposes, experience during the past war has shown that at the same time the need for Boys' Town work would probably decrease, as delinquency figures always have gone down in the past during war.

I have associated with the Boys' Town group for over 2 years and know of their sincerity of purpose and their devotion to the cause. Any assistance which the Federal Government can give them in getting started would be most sincerely appreciated.

Sincerely yours,

A. H. PARKER, Jr., *President.*

The CHAIRMAN. We are grateful to you for your appearance today and we will take your recommendations under consideration.

Thank you, sir.

Mr. BEASER. Mr. Timothy J. Murphy.

The CHAIRMAN. We are glad to welcome you here.

STATEMENT OF TIMOTHY J. MURPHY, JUNIOR VICE COMMANDER IN CHIEF, NATIONAL VETERANS OF FOREIGN WARS

Mr. MURPHY. Mr. Omar Ketchum, of our national legislative office, has a very high regard for your committee and what you have accomplished in Washington, D. C.

I will try to be brief, Senator.

The CHAIRMAN. We do not want anybody to feel that they have to be brief necessarily. We are searching for truths.

Mr. MURPHY. Thank you, sir.

The CHAIRMAN. Sometimes you cannot always be brief when you search for truth.

Mr. MURPHY. That is true.

The Veterans of Foreign Wars of the United States compliments this committee for the manner in which the hearings are being conducted. They provide a forum for the dissemination of information from which all the citizens can benefit.

The Veterans of Foreign Wars wish to commend the committee for its approach to the problem. It does not seek sensationalism. Its endeavors are progressive and affirmative and attempt to meet the problems in the best interest of the public. In other words, it tends to correct rather than condemn.

The Veterans of Foreign Wars take the position that the greatest field of endeavor in this problem of juvenile delinquency is in the field of prevention. We believe the correction phase of the problem is important, but that the greatest opportunity for the cure of this evil is in the field of prevention.

With reference to the correction problem, every effort should be made to rehabilitate the first offenders or those who get themselves into difficulty through errors of human frailty.

The youngster, however, should be impressed with the seriousness of his acts in violating the laws of the Commonwealth and the Nation. His appearance before a tribunal should be solemn and in a manner that has a tendency to develop deep respect for law, order, and the courts.

As a prerequisite to a favorable disposition, the authorities should be convinced that the youngster should not be able to go back into a community wearing a halo and bragging that he was able to beat the law and nothing happened to him.

In the field of prevention, the Veterans of Foreign Wars recognize that in all youth activity projects it is necessary to have adult participation. No program can succeed without adequate adult participation to see that the energies of youth is expended within the limitations of proper discipline.

The Boy Scout movement is one of the best devised methods of developing youngsters in a way in which their energies will be expended for their own benefit, as well as for their recreation.

Veterans of Foreign Wars posts throughout the Nation sponsor approximately 1,000 Boy Scout Troops. There are many fields of endeavor in which the VFW enter; namely, Huckleberry Finn Tournaments, baseball, softball, basketball, and dozens of other youth activities which we develop to assist the youth.

We do not believe in a regimented form of recreation. We think that the youngsters should be able to choose for themselves the type of recreation they wish, and that the adults should sponsor and direct it in order to make it beneficial and interesting for the youngsters.

In Boston here, we feel that the schools' gymnasiums, other facilities and buildings owned by the city of Boston should be made available to the youngsters.

Mr. MURPHY. Yes, with all due respect to Dr. Haley. I have great admiration for Dr. Haley, but I do not think that all the facilities are being used that could be used.

The reason is advanced that too much damage is incurred as a result of permitting youths to use these facilities after school hours.

I am sure it would not take too much ingenuity to work out a system whereby adult sponsors could be responsible for youth groups who wish to use the gymnasiums. Undoubtedly there would be more wear and tear on the buildings, but that is the purpose for which they were constructed; namely, to provide recreational opportunities for the youths.

The VFW also appreciates that, salacious, impure, indecent, and obscene literature that is circulating among juveniles is a great menace and one of the major factors responsible for delinquency in juveniles. It presents a difficult problem because the line of where abuse of the press starts and freedom of the press begins is one hard to determine.

We all know that the greatest threat to a freedom is the abuse of that freedom. Nobody wants to infringe upon the freedom of the press because we feel that it is one of the supporting pillars of our free government.

Many of us feel that when a person reaches adulthood, they are the best one to judge what they want to read and what they do not want to read. Among the juveniles a different problem is presented.

During my tenure of office in the Attorney General's office, we endeavored to solve this problem. A group of public-minded civic citizens interested in youth activities formed a committee to advise the Attorney General on the type of publications which were not fit to be read by juveniles. This committee had no motive except to perform a public service.

There was nothing political and no personal advantage to gain thereby. Their recommendations were made to the Attorney General. The Attorney General then requested cooperation by the publishers to remove those publications which were salacious, indecent, impure, obscene, or tended to corrupt the morals of the youth, from circulation among juveniles.

I am happy to say that the publishers cooperated to the fullest extent. Occasionally a sharp character would endeavor to make a court case, in order to get publicity for his publication, but we were able to solve that situation.

There was one publication by a well-known author which we did bring to court. The book was indecent, impure, and obscene, and tended to corrupt the morals of youth. The publisher refused to withdraw it on the contention that the book had great literary merit. Although the author was one of great mark and distinction, the case was brought to court, and the Supreme Court unanimously held that it was unfit for publication and distribution.

I might say it was not only indecent, impure and obscene, but it was very uncomplimentary about the southern section of this great Nation.

I am sorry to find that the advisory committee has not been continued because I believe that it is a most effective method of preventing the distribution of literature which is detrimental to our youth.

The VFW emphasizes also the necessity of proper education for the history of our youth. A few weeks ago over the medium of television, General Dean, recently released prisoner of war of Korea, stated that if he were to return to active duty in the United States Army, he would do everything in his power to influence the authorities of the necessity of an I. and E. program—instruction and education.

He was surprised to find among those Communists he met such fervor and enthusiasm for the Communist philosophy.

A priest recently returning from Communist-dominated China stated to me that in China, each night a commissar makes a radio speech and for homework the children in school are obliged to write a treatise or a composition concerning the speech. They bring it into the school in the morning, at which time debates and discussion relative to the speech is included in the school curriculum. That evening all the people in the village have to go to the town and hear one of the local Communist leaders. This amounts to a mass brain washing.

We, of course, do not believe in that type of instruction and education. It is alien to our concept of free government. However, we do feel that the great historical background of this Nation should be taught to the children.

Right here in Boston, the stories of Concord and Lexington, Bunker Hill Monument that mark the stand at Breed's Hill, the Dorchester Heights, Faneuil Hall—all those monuments of history have a tremendous story behind them which must of necessity inspire and enthuse the youngsters if they are properly educated regarding them.

The story of the Continental Congress—men going from Boston and other distant places during the heat of the summer to Philadelphia, there to compose the great masterpiece, the Declaration of Independence, by which it was decreed that man had certain inalienable rights, and which became the foundation stone of our form of government, and from which ultimately grew the Constitution of the United States.

All this, evidenced by those patriots at Valley Forge who froze and starved in order to bring into being this Nation which conceived the government in which the individual was considered important with those rights. All these, right down to the present conflict in which our boys froze, bled, and died in that incomprehensible and bleak land of Korea.

Therefore, the VFW believes in, and has put into effect an I and E program, instruction and education in the great stories of American history and a great understanding of what our fundamental form of government under the Declaration of Independence and the Constitution of the United States is.

By so doing, we deem to inculcate in the United States a love of country and fervor for the Stars and Stripes.

We know that if our youngsters are properly instructed in this, that they will be inspired, and their loyalty to the Government of the United States will be unswerving and their fidelity to the Constitution and the laws will be unquestioned.

The CHAIRMAN. Vice Commander Murphy, it is quite obvious that you share the views of the junior Senator from New Jersey in the thought that if we had a little more patriotism we would have considerably less juvenile delinquency.

Mr. MURPHY. I think you are absolutely right, Senator. A little less sophistication and a little more down-to-earth real American patriotism and love for this form of our great Government and Nation.

The CHAIRMAN. You live here in an area rich in history. I happen to have that same privilege. It means so much to the youngsters of our community in the southern part of New Jersey.

Mr. MURPHY. We should take advantage of it.

The CHAIRMAN. I want to thank you as chairman of this subcommittee for your presence here today. I want to thank, too, the Veterans of Foreign Wars for your presence here.

Mr. MURPHY. Thank you, sir.

The CHAIRMAN. You have made a real contribution.

Mr. BEASER. Mr. Henderson.

The CHAIRMAN. We are glad to welcome you here today and are grateful for your presence.

Will you state your name, address, and the organization which you represent, for the record.

**STATEMENT OF WILLIAM F. HENDERSON, JR., SUPERINTENDENT
OF RECREATION, BOSTON, MASS.**

Mr. HENDERSON. Thank you.

My name is William F. Henderson, Jr., superintendent of recreation in the city of Boston.

I want to thank the committee for the cordial invitation. I deem it a great honor to appear before the investigating committee on juvenile delinquency in behalf of the city of Boston.

The CHAIRMAN. It is a privilege to be up here in Boston with you, and hear you tell your story.

Mr. HENDERSON. Thank you.

The CHAIRMAN. You have a prepared statement?

Mr. HENDERSON. Yes.

The CHAIRMAN. You may proceed in the manner of your own choice.

Mr. HENDERSON. In the past few days we have heard a lot concerning recreation. We have heard recreation used in the tone that people do not fully understand the real meaning of recreation.

I will first start off by giving you the outlook of recreation, the meaning of recreation from a recreational standpoint.

Recreation has many different meanings to individuals. The term "recreation" is applied to a great variety of activities. We understand the nature of health, police, fire department, and other city services, but people think of recreation in terms of their own interests.

Recreation takes on a multitude of forms which have an appeal varying according to the age, interests, and desires of the individual. It may be accomplished apart from his fellow man or involve group activity; it may be active participation or quiet relaxation.

One basic characteristic of recreation in all its forms is that an individual engages in it because he desires and chooses to do so, without compulsion of any type other than an urge from within.

Another characteristic is that the activity brings immediate and direct satisfaction to the individual. The fact that an individual gains direct satisfaction from certain activities makes these activities forms of recreation for him.

The real elements of recreation are in the doing of the thing rather than in the final result. It is this characteristic of recreation which differentiates it from many other aspects of American life that are evaluated in terms of results.

Recreation is not a tangible, static thing, but a vital force influencing the lives of people. It is essential to happiness and satisfaction in living. Through recreation the individual grows and develops his powers and personality.

Conditions in modern life have denied to so many people outlets for self-expression through recreation that leaders have recognized the resulting danger both to individuals and to society. Out of the realization of this need there arose the recreation movement and the responsibility of government for providing essential recreation services.

Participation in wholesome forms of recreation contributes to the physical well-being of the individual. Medical authorities testify that big muscle activity stimulates growth and is absolutely essential for the growing child; the athletic games and sports contribute largely to the proper development of the vital organs.

Certain forms of recreation cause increased circulation, greater respiratory activity, better elimination of waste, and improved digestion.

Recreation which is vigorous, which is carried on in the open air, and which makes use of the fundamental muscles is the best known means of developing and maintaining healthy organs.

Certain forms of recreation contribute emotional stability by affording rest and relaxation; others give tone to the body by a healthful stimulation of nerve centers.

The health value of play for children has been pointed out by Herbert S. Jennings of Johns Hopkins University, as follows:

The young child perhaps learns more and develops better through its play than through any other form of activity. Opportunity for varied play under healthful outward conditions is beyond doubt the chief need of children; comparative study of the physical and mental development of children to whom opportunity for such play is given shows striking superiority, as compared with children to whom such opportunities are denied.

Today in the hospitals of the United States, according to reliable reports, there are more patients suffering from mental diseases than from all other diseases combined. The rapid increase in the number of mental patients is alarming.

The preventive values of recreation from the point of view of mental health have been indicated as follows by Dr. Arthur H. Ruggles of the National Committee for Mental Hygiene:

Recreation is an important element in our efforts for the prevention and cure of mental disease. For the normal individual it tends to sustain a healthful, happy outlook on life. Games, sports, music, dramatics, folk dances, and other social activities provide healthful releases for pent-up physical and mental energy. Success in recreation also gives the individual a sense of achievement and power, and thus helps to avoid the growth of a feeling of inferiority which may oppress him throughout life and even lead to serious mental maladjustments.

The importance of recreation has been especially significant in wartime. As Col. William C. Menninger, who recently received the Albert and Mary award for the best contribution to American psychiatry, has said:

The three best ways to prevent nervous breakdowns are play, knowledge and work. Play is not mere ornament or side issue, especially in wartime. It is a necessity for everyone's mental and physical health. Play, knowledge, and work form a powerful battery to prevent the nervous system from giving away.

Recreation activity, like many other forms of individual or social action, may be either moral or immoral. It presents equal opportunities for lying or truthfulness, cheating or honesty, cruelty or kindness, and all the other vices and virtues of life.

Vigorous forms of recreation under normal conditions, nevertheless, tend to be a moral force, and under wise direction may be a very strong one.

Recreation not only develops individual qualities, but it strongly influences the growth of social attitudes and affords repeated opportunities for expressing the ideals of sportsmanship.

Respect for rules, fair play and courage, an ability to subordinate the selfish interests of the individual to the welfare of the group, a capacity for team play, and experience in leadership are among the values of recreation.

Since recreation helps to build character, it is obviously a potent agent in the prevention of crime and delinquency. Because recreation activities have a strong appeal for youth, delinquency and crime

are less likely to flourish in communities where recreation opportunities are abundant and attractive than in cities or neighborhoods where adequate facilities are lacking.

While children or young people are taking part in playground activities, they cannot at the same time be robbing a bank, breaking into a home, or perpetrating some other crime. Because the playground leader helps them develop wholesome interests and furnishes opportunities for pursuing them, the chances of their becoming criminals are materially reduced.

Idle time is not an asset to any community and most delinquent and criminal acts are committed during leisure time. Many crimes are committed because of a desire to do daring things or to buy pleasures which are much less satisfying than other forms of recreation which might be provided by the community at little cost.

Probation officers, police officials, and prison authorities in large numbers have testified from their experience that much delinquency and crime result from inadequate recreation opportunities.

On the other hand, their testimony and juvenile court records offer conclusive evidence of the beneficial effects of wholesome recreation on children and young people.

The lack of adequate recreation facilities is held by the National Resources Committee to be an outstanding contributing cause of the delinquency which in its opinion is one of the primary problems our cities will have to face and solve in the future.

None can doubt the seriousness of the conditions when delinquency and crime, according to J. Edgar Hoover, are costing the country \$15 billion a year. Recreation has much to offer toward the solution and is being used more and more by the agencies concerned with the problem.

A word of caution is needed, however, as to the results which may be expected from recreation. It is not a cure-all, and it is only one of the many forces which influence the lives of people. It makes a great contribution, but the importance of these other factors cannot be overlooked.

One of the strongest arguments for municipal appropriations for recreation is that the investment pays dividends in dollars and cents as well as in intangible returns.

When it is remembered that it costs a city several hundred dollars a year to care for one delinquent whereas a playground which may prevent many children from becoming delinquents can be operated at an annual cost of only a few dollars per child served, the economy of providing playgrounds is clear. The saving of a single life justifies many times over the cost of operating a playground.

If, as medical authorities state, physical and mental health are dependent upon forms of wholesome recreational activity, the city is wise which spends money for recreation rather than for mending broken minds and bodies resulting from inadequate opportunities for the recreational use of leisure hours. Assigning an insufficient recreation budget is likely to prove shortsighted economy.

Recreation is considered as the antithesis of work—a leisure-time activity. Therefore, we must concede that juvenile delinquency comes under the category of recreation as a misuse of leisure time. How, then, can we promote and encourage this time spent in misuse to a

constructive use of leisure time, especially in our youth? Only by qualified leadership and facilities.

The Declaration of Independence gives us life, liberty, and the pursuit of happiness. The signers of the Declaration of Independence realized the importance of recreation. Recreation has been in existence since the origin of man. It is essential to happiness and satisfaction in living—it is the primary interest of childhood throughout the world.

Let us look at the housing projects throughout the city—those occupied and those about to be built. I call your attention to the recent allocation of Federal funds allotted to the West End and South End in the amount of \$7,675,147. In a statement by the Federal Government, the following appears:

The money will be used for the purchasing of land, demolition of buildings, and the construction of streets, sewer and water facilities, public utilities, schools, and fire stations.

Not 1 cent allotted for recreation or recreational planning.

Housing projects are a heavy concentration of population dwelling in uniform structures. This population consists of people from every walk of life, of families large and small.

In 1948 the people enjoyed a recreation program that they took part in developing under a professional recreation leader. Housing personnel and old residents recall that year as being the best and last time recreation was enjoyed in housing. It was under the direction of Mr. Alvin Kenney that this was accomplished to the extent that the residents still talk about Mr. Kenney's achievements in the projects in East Boston, Charlestown, Lennox Street, Mission Hill, Heath Street, Orchard Park, Old Harbor, and Old Colony.

What happened to it? Why did the Federal Housing Authority eliminate it from its budget and program? Why did Washington refuse to keep a wonderful project? Why were the efforts of Congressman McCormack to retain this recreation defeated by Washington? What has happened since the housing projects has been a downward trend in the morale of the people and an upward trend in vandalism, delinquency, and crime and broken homes.

The accomplishments of Mr. Kenney and his staff show the great possibilities that can be accomplished through qualified supervision in densely populated sections. United States Housing Authority recommends 75 to 440 square feet per child and 3 to 5 acres per 100 to 500 children.

Mission Hill projects, for example, have many organizations and individuals interested and willing to assist. The basic work has been accomplished, but all their hard work and good intentions will soon deteriorate due to people moving out, fading interest, overworked volunteers, et cetera, unless a full time recreation leader is placed there to carry on the good work already in progress.

Another example of an area in need of assistance is the Roxbury-Dorchester area.

The original leaders of the recreation movement and the signers of the Declaration of Independence realized the need of recreation and the responsibility of the Government for providing essential recreation service.

I recall the statement from the War Department during World War II, and again brought to life during the Korean conflict, that the youth

of America is soft, both in physical structure and mental attitude. The ever-increasing amount of mental and nervous breakdowns in our modern life bring about the need for more mental hospitals.

During World War II, the provision for recreation by the Armed Forces, industrial workers, and the whole population has been recognized as an essential part of the total war effort.

I submit the following suggestions which I think would help to eliminate the present situation and build a strong America:

1. Education of public officials, including Federal, State, and local officials concerning the necessity of recreation and the resulting danger to the individual from the lack of recreation.

2. The necessity of selecting qualified recreation personnel and the importance of eliminating political or other influence in appointing recreation personnel.

3. That the Federal Government restore the necessary funds for recreation to the housing projects.

4. That recreation facilities be placed in the present projects according to National Recreation Association standards.

5. That recreation be included in the planning and allocation of funds for future housing projects.

6. That Federal funds be allocated for general recreation programs and facilities in cities.

7. That recreation be given its place in Government to stand by itself, not as a subdivision in any department, but as a department with freedom to concentrate on recreation only.

The CHAIRMAN. Thank you very much, Mr. Henderson. I am sure your recommendations will have the full and serious consideration of the entire committee.

We are grateful to you for appearing here today.

Has counsel any questions?

Mr. BEASER. I have just one, Mr. Chairman.

Mr. Henderson, I am just a little confused at the organizational structure. I wonder whether you wanted to describe how you fit into the recreation picture in the city of Boston or whether you want Mr. Kenney to do that. I have here that you are superintendent of recreation.

Mr. HENDERSON. Yes.

Mr. BEASER. As such, you work under the mayor; is that it?

Mr. HENDERSON. I work under the mayor of recreation. There is an unpaid board of 7 members, 2 appointed by the mayor, 2 by the school committee, and the chairman of the Board of Park Commissioners by virtue of his office is ex officio on the board of recreation.

Mr. BEASER. How large a staff?

Mr. HENDERSON. No staff. I have a secretary.

Mr. BEASER. Your functions are what?

Mr. HENDERSON. I will give you the official functions. I was appointed as superintendent of recreation from appointment at the top of civil service competitive list. The duties of the position of superintendent of recreation are to keep informed on what Boston people are doing in hours not taken up by their work, school, sleep, worship and other cares;

To formulate best what our citizenry could be doing in these hours that they are masters of their own time;

To formulate facilities of tax paid, of civic aided scope, most conducive to such good living in these unpreoccupied hours;

And to confer with the appropriate officers of the park department, school department, the metropolitan district commission, the library department, our Boston Housing Authority, our planning board, and other related state and city departments, and with civic agencies and neighborhood groups in the promotion and execution after approval by the board of recreation of the above designs for living.

Mr. BEASER. It is a pretty broad order for one man.

Mr. HENDERSON. For the superintendent of recreation, with qualified staff, appropriate budget and personnel, it is not a big order. It is signed by Mayor John B. Hynes.

It seems that according to public records the laws and duties are in the board of recreation and the budget is in the Boston Park Department.

Mr. BEASER. You have here some recommendations. One recommendation is that the Federal Government restore the necessary funds for recreation to the housing projects.

As I understand, what you say here is that part of the difficulty in your opinion lies in the fact that at the time that the housing projects were built no money was allowed for recreational facilities; is that right?

Mr. HENDERSON. That is right.

Mr. BEASER. Do you mean supervision of recreation or do you mean also rooms in which kids could play?

Mr. HENDERSON. I consider both indoor and outdoor facilities were not allowed in the planning.

I have heard the gentlemen from the school department talk previously concerning a housing project. I live in a city of Boston housing project. We are surrounded on one side by the river, another side by a railroad track, another side by a swamp, another side by main highway. We have no official recreational program in there.

We have in Boston a brand new school that was opened up a year ago this month at an approximate cost of \$117 per pupil. They have a gymnasium in it that has never been opened. It is in the center of the housing project, and there are no facilities whatever for the recreation of people in the housing project.

The CHAIRMAN. How many families in this unit?

Mr. HENDERSON. Sixty-four.

Mr. BEASER. You say you have some room in the school building; is that true?

Mr. HENDERSON. That is true.

Mr. BEASER. How about the housing project that has no room? Merely restoring Federal funds for recreation would mean only that you could provide funds for supervision?

Mr. HENDERSON. Yes. The housing projects that do not have the facilities now should be given facilities with the supervision.

Mr. BEASER. Are they so constructed that you can add facilities to these places?

Mr. HENDERSON. I think we could. I think the city of Boston could possibly take adjoining land by eminent domain and give the necessary play areas to the children in that area; construct an indoor recreation center for all age groups in that housing project.

Mr. BEASER. Were you the superintendent of recreation at the time some of these projects were being built?

Mr. HENDERSON. Yes.

Mr. BEASER. Were you consulted about it?

Mr. HENDERSON. Never consulted; no, sir.

Mr. BEASER. The Federal authorities did not come to you and ask you?

Mr. HENDERSON. No, sir.

Mr. BEASER. I have no further questions.

The CHAIRMAN. Did you seek to visit the Federal authorities?

Mr. HENDERSON. Yes, sir; in the past 2 years in the annual report, of which you have seen a copy, in 1951 the board of recreation visited the Boston Housing Authority to plan for recreation in their planning for housing projects in Boston. They repeated it again in 1952, and I believe it is coming out in the 1953 report in progress now.

They have also written letters to the chairman of the Boston Housing Authority requesting that the board of recreation assist them in planning for recreation for Boston housing projects.

The CHAIRMAN. How long have you been superintendent of recreation?

Mr. HENDERSON. June 1953.

The CHAIRMAN. What are your duties in the course of a day? What do you do?

Mr. HENDERSON. A typical day—well, right now I am trying to survey completely the city of Boston as far as recreation and facilities and population are concerned, where recreation in the city of Boston is most lacking.

The CHAIRMAN. Do you make regular reports?

Mr. HENDERSON. Yes, to the chairman of the board of recreation and to the board itself at their monthly meeting.

The CHAIRMAN. Weekly basis, or monthly basis?

Mr. HENDERSON. I report on a weekly basis to the chairman of the board of recreation and on a monthly basis to the boards of recreation.

The CHAIRMAN. Thank you very much.

Mr. BEASER. Mr. Alvin G. Kenney.

The CHAIRMAN. Mr. Kenney, the committee thanks you for your presence here today, and welcomes you here.

Will you give your full name, title, and home address, for the record.

STATEMENT OF ALVIN G. KENNEY, EXECUTIVE DIRECTOR, COMMUNITY RECREATION SERVICE OF BOSTON

Mr. KENNEY. Thank you, Senator. My name is Alvin G. Kenney, executive director of Community Recreation Service of Boston, a red feather agency.

I am also the New England representative for the American Recreation Society, an organization of professional recreation workers on a national basis.

I am the secretary of the Eastern Massachusetts Recreation Association.

I have a prepared report, Senator, which I promise you, will not take over 15 minutes to read, if you wish to listen to it.

The CHAIRMAN. You may proceed in the manner of your own choice.

Mr. KENNEY. Thank you, sir.

As an active participant in recreation programs and competitive sports all my life, and because of my experience professionally in the field of recreation, I believe I can make some observations about community recreation and feel that I am qualified to do so.

If this committee finds through its investigation that the juvenile delinquency rate in Boston is higher than the average rate for metropolitan cities of similar size, it may be because of the fact that the administration of public recreation services in Boston has been in a very confused state for the past quarter century.

I am not foolish enough to state that a well organized and well conducted program of recreation will eliminate all juvenile delinquency problems here, or in any other city.

But it is true that such a recreation program, along with other ingredients, such as the church, schools, good housing and health education and parents, will play a very important part in eliminating the breeding grounds and causes of juvenile delinquency and reduce the incidence to a negligible figure.

Organized recreation will improve the use of leisure time of the people the third of the living day when young people get into trouble.

Public recreation is a municipal function and is just as important to the social welfare of the community as all the other governmental services that are supported by the tax dollar.

It is an accepted theory nationally that municipal government has the principal responsibility for providing the basic floor of recreation services that cater to the general needs of the people in every community and that private agencies provide supplementary services to those of the city and special facilities and services for special groups and activities.

Boston led the country in earlier days under the guiding hand of Joseph Lee, Sr., the "Father of the American Playground," in the establishment and conduct of public recreation—

The CHAIRMAN. What period was that?

Mr. KENNEY. I would say the early 1900's.

And since that time has spent a great deal of money, both public and private, for recreation services, but for the past quarter century responsibility for provision and supervision of these services has been in a state of confusion.

The average citizen has not been able to find out where to look for information as to who was in charge of what. The park department, the school department, the public buildings department, the library department, the public celebrations department, housing authority, even the department of public welfare have all had recreation responsibilities. There has been overlapping and duplication.

I do not believe this is efficient, economical, or practical, and it is certainly frustrating if you don't know exactly where to look for what you want.

I have been around a long time, and, consequently, do know most always where to look but only from experience; not from the application of logic.

One of the services rendered by my agency, "community recreation service," is answering questions from citizens and from many of the private agencies as to where to go or who to call when they want help in the recreation field. The history of these aforementioned depart-

ments in conducting their programs or responsibilities has been reasonably good, but not as good as it could be.

PARK DEPARTMENT

To review briefly what has happened, let me say that in the park department where most of the active recreation and competitive sports programs, and some of the playground programs were conducted for many years, there was a tendency to pay more attention to and make more funds available for horticulture, maintenance, and engineering than recreational leadership. There was a lack of well-trained, well-qualified personnel at the leader's level, especially with regard to the cultural or quieter forms of recreation, such as music, dramatics, arts and crafts, nature study, and there was never any attempt made to conduct in-service training institutes, so that leaders could keep up with changing trends in program or leadership techniques.

This is not true at the present, however, as during the past two years, under the administration of Commissioner Frank Kelley, and his director of the department of recreation, Patrick Ryan, more funds than previously have been provided for leadership and the program has shown a marked improvement in both facilities and supervision.

There is still, however, a lack of well-rounded personnel trained to conduct a complete recreational program, particularly in the younger age brackets up to the age of 16 and in adult programs in the cultural categories mentioned above.

Much of the emphasis has been on baseball and football and a well-conducted and well-patronized league program has been developed, but at the expense of intrasectional or neighborhood participation. Strong adult semipro and industrial teams get the most attention.

Although on a national scale softball has become the most popular participation sport in outdoor recreation, it has not received the consideration and help that it merits in Boston. Public sailing is now sponsored by the park department on the Charles River and Mameica Pond, and is growing in popularity with youth. The park department should be commended for its adoption—

The CHAIRMAN. Do you have any pollution in the rivers around here?

Mr. KENNY. Yes; there is, sir. Charles River especially which is mitigated against use for swimming purposes in the lower section of the river basin.

Consequently, the metropolitan district commission built a swimming pool where they have chlorinated water to swim in.

The CHAIRMAN. What is being done around here to eliminate pollution?

Mr. KENNEY. They have attempted to do it under the basis of the department of conservation. I know for many years there have been incidents in the lower Charles River, particularly at what is called the Charles Bank area in the city of Boston, where the beaches have had to be closed, many times during the best part of the season, in the summer, because of pollution.

The CHAIRMAN. It is a sin the way we have treated our rivers and harbors in this country.

Mr. KENNEY. Much has been done lately to help meet the physical recreational needs of Boston by the park department and it has coop-

erated willingly with the private agencies who have asked for help, but it is only part of a complex system that needs coordination badly.

In the school department, the department of physical education of the Boston schools conducted the school playground program in schoolyards in the spring and fall and daily during the summer months on schoolyards and on park playgrounds, and play streets for children under 12, but it was secondary to their educational obligations and was interrupted twice because of budget cuts.

The extended use of public schools has operated an indoor recreation program which included some of the cultural programs referred to earlier during the season October to December, and January to April for two 10-week periods, 7 to 10 p. m., in 10 school centers. This was well supervised by competent personnel and cooperated most generously with private agencies on making facilities available when it could, but had limitations because of budget curtailments and again because educational needs had priority in the departmental budget.

With relation to housing, in 1943 the Boston Housing Authority decided that there were not enough recreation programs operating in the community where the then 8 projects had been established, and they invited me to become director of recreation and organize a program which would help to meet the needs of its 24,000 tenants, of whom about half were children between the ages of infancy and 21.

With a staff of 8 recreation aides, 1 for each project, trained and qualified to organize and train and guide volunteer leaders in conducting recreation programs, a full-time, 7-day-a-week program was set up, starting with preschool play groups and embracing all forms of physical and cultural recreation activities including such things as baseball, softball and swimming teams, coed clubs, dramatics, discussion groups, youth councils, camera clubs, and even a boys' supper club that prepared weekly suppers for parents.

Over 50 different groups were organized and supervised by 328 volunteer leaders who were recruited by and from 8 project community recreation committees of 348 members. These committees were organized by the paid recreation aides within the projects and within the adjacent community outside the project limits.

In recognition of the fundamental idea behind good recreation and healthy community life, we constantly reminded the residents that the facilities of the community were available to them and they should use them, should make use of all public department services and private agency resources in their neighborhood and we adhered strictly to the policy of not inaugurating a program or service within the projects that was a duplicate of any public program already in existence in the community unless that public program was inadequate to meet the need.

By the same token, people in the community adjacent to the project were permitted to make use of all the facilities in the projects in company with the residents. This included halls, game rooms and play areas, apparatus, and wading pools. In this way a feeling of neighborliness and understanding and community spirit was developed.

At the start of the program, I observed that in 1 elementary school situated within a project area every school window was broken on 1 side of the school. At the end of 1 year this breakage was reduced to practically nothing and the school principal complimented the recreation aide for a job well done.

The housing authority paid for the leadership, supervision, and material used in the program from a budget of less than \$26,000 per year. They also provided play areas, play area apparatus, furniture for meeting halls, play schools, and game rooms.

After 3 years I resigned in 1947 to accept my present position. Within that year the eight recreation aides were dismissed. The reason given by the then constituted housing authority board was that the Federal Housing Administration had ruled that they had no right to use housing funds for providing paid leaders or recreational services, that this was a community obligation.

During those 3 years, from personal checks I made with court authorities, juvenile delinquency records among project residents was less than one-half of 1 percent of the population, as compared to as high in some cases as 10 percent in the other neighborhoods of Boston.

I do not know whether the rate within the projects has increased or not, but I do know from personal contact with many residents and former committee members that they miss greatly the happiness they enjoyed during the period of organized programs.

If housing cannot pay for this leadership, then I would suggest that the same plan as adopted in San Francisco be adopted in Boston. Let the responsible recreation administration in Boston assign recreation leaders from their staff to do the same job. It can be done and there will be plenty of willing hands to help among the housing tenants. San Francisco assigned $2\frac{1}{2}$ leaders for every project of 500 families, and they worked from 10 a. m. to 10 p. m., 6 days a week.

A tribute should be paid to the memory of the late Msgr. Thomas F. Reynolds, who was a member of the housing authority board during the period that the recreation department was established and was more responsible than anyone for its establishment. He had the concurrence and approval of such civic leaders as the then chairman, John Carroll; Mrs. Eva Whiting White, social-work leader; Donald B. Stanbro, hotel executive; and Harold Kellog, architect.

All of those members at that time realized that it took more than bricks and cement to make a home and they always thought in terms of providing for the social welfare of the tenants.

In the early plans for the erection of the Cathedral housing project, Dr. Reynolds fought constantly for inclusion of provision of recreation facilities in the development, but his death cut short his efforts, and when the project was finally erected no such provision was made.

It appears that that is true now in most all of the new developments, such as Mission Hill extension and Whittier Street, where there are no meeting halls or recreation rooms, and there are not enough facilities in the neighborhood to meet the need.

Mr. BEASER. Do you know the reason why there are none built in these buildings?

Mr. KENNEY. As I understand it the Federal Housing Administration would not allot money for that purpose. That is the reason I was given. Whether this is correct, or not, I have no way of knowing.

It is not sensible to concentrate large numbers of people in a consolidated housing area when the housing units do not lend themselves to freedom of movement and community relaxation. It is a step backward rather than forward in community improvement.

The other departments which I mentioned previously as having some responsibility for recreation in Boston play minor parts in the overall program, such as public celebrations, sponsorship of pageants, festivals and conventions. They are the public-buildings department which controls the use of municipal buildings and gymnasiums; and the public-works department through which you have to request a portable platform or bandstand.

These departments do their job O. K., but again, why not group all of these services under one head and simplify the system?

With respect to the recreation board, during the past few years, especially since World War II, there has been a trend nationally in the direction of setting up recreation programs under a commission or board, which has separate identity from other departments within the city structure of government. The principal reference offered for this is that the independent board or commission responsible only to the mayor or board of selectmen will have concern for recreation and nothing else, and, therefore, they will be able to devote all their attention and time to the formulation of policies for the proper conduct and administration of an adequate recreation program, that they will prepare and submit as a separate budget, to the city governing body for approval, and, consequently, in the event of a general municipal budget cut, they will be given proper consideration for priorities with relation to their own needs and not suffer by being relegated to a secondary position in the department to which they might be attached. They would also be in a position to receive or solicit gifts or bequests of money or other properties or any donations to be applied to recreational purposes without encountering the difficulty of having those funds diverted to some other use.

Naturally, the membership of such a board or commission would be comprised of people who are conversant with and have an interest in recreation and will be concerned with its problems and its problems only.

The present board was created through legislative permission in 1943 after a competent and lengthy study was made of the Boston recreation situation. The study was known as the Pangburn survey and was made during Mayor Mansfield's administration at the request of a large group of representative citizens and approved by CRS, and its first statement was that organized recreation was in great demand and so important to the character, health, happiness, safety, and well-being of children and adults that it should not be a side issue or minor consideration by city departments.

It further said that like the library departments, it required a strong separate department with freedom to concentrate on recreational activities. The survey said that with both the schools and park department recreation leadership had been given a secondary importance and that also a separate board was necessary to unify and coordinate recreational activities to prevent overlapping and duplication between private agencies and the city to meet unmet needs and to present one municipal department to which the citizens and the public could express its views, its desires, and its criticisms.

The survey recommended all the necessary provisions and factors necessary in legislation to create the board, so it could function properly, but because of much watering down to satisfy the existing department that they would not lose their authority and to make sure that

some personnel would be protected in their jobs, the final act creating the board limited its authority and gave it an opportunity to function only with permission of the departments concerned.

It functioned for about 1 year as an operating agency and then under the next administration lost its budget and personnel and was relatively inactive except on a meeting basis until the present Mayor John B. Hynes reactivated it with a budget sufficient only to hire a superintendent and a secretary.

It now tries to coordinate the recreation services of Boston, but has not the means or staff to do much more than inspect programs and report what it finds.

I understand that the mayor's new plan for reorganization of the city government recommends the abolition of the present board and the absorption of its functions and responsibilities by an enlarged park board. I think that many of the same inadequacies of the recreation program that existed at the time of the survey still exist and that confusion still reigns supreme in the public recreation picture in Boston.

I think that rather than abolishing the recreation board, it would be better to amend the present law that created it and put recreation under a single department with authority to supervise and conduct all public recreation programs, separate and apart from parks, schools, and public works, which at present concern themselves with recreation as a secondary responsibility.

Provide the board with sufficient funds to employ competent, trained, and experienced recreational supervision leaders and pay them commensurately with their ability and responsibility.

Recreation personnel in Boston at present are underpaid. The superintendent in a city of this size should be paid a minimum of \$10,000 per year and the leaders and workers a minimum of \$2,400 a year.

Mr. BEASER. What is the superintendent paid at this time?

Mr. KENNEY. I think Mr. Ryan can answer that question. Mr. Henderson could better answer that question.

I think it is approximately \$6,000.

Rates and standards for other personnel can be found in the National Recreation Association report of 1949. Provide the board also with funds to maintain its own equipment and to reimburse the other city departments for use of their facilities when they are used.

If the use of a school or a municipal building is necessary to provide recreation for the taxpayers, it should be available at all times for that purpose after its primary function is fulfilled. It belongs to the citizens to use when needed under competent supervision.

The per capita expenditure in Boston for recreation leadership and maintenance should be a minimum of \$2.50. Past history in Boston and experiences elsewhere in the country bears out the fact that recreation leadership and program suffers when recreation is not a principal responsibility of the department.

The latest national statistics available in the 1950 NRA yearbook show that out of a total of 1,824 recreation agencies reporting, there were 38 percent administering recreation as a single function; 29 percent as a park and recreation allied department; 16 percent as part of a school department, and 17 percent as varied systems, such as youth commissions, mayor's committees, part of public works, part of welfare department, et cetera.

An independent recreation agency is the best way to get recreation service for your recreation tax expenditure. If you want a good city, you should be willing to spend proportionately as much for public recreation as you do for education, health, welfare, and protective services, and you should be concerned that you get what you pay for.

You can be sure of this, if you can hold 1 managing authority responsible for it rather than 3 or 4 or 5 or 6. A recreation board with a recreation advisory committee, representative of the neighborhood communities, will be able to plan to meet the needs of the people—all the people.

When you achieve this, it follows naturally that you will have a better city and a minimum amount of juvenile delinquency.

The factors necessary for a good public recreation department are:

1. That the department have a legally constituted managing authority which could take the form of a recreation commission or board, which would be held responsible for the determination of policies, rules and regulations, and administration of the work.

2. A separate budget apart from funds now being spent for other responsibilities or services.

3. A program of a varied nature designed to serve the interests and needs of all groups—regardless of age, race, creed, sex, social, or economic status.

4. A trained executive director and competent assistants hired as they may be necessary to perform the proper functions and direct the program.

5. That as much as practical, all city departments make their facilities available for recreation use, providing they do not interfere with the original purpose for which they have been provided.

At present in Boston not all community neighborhoods are provided with necessary facilities. One cited example is a section known as Fenway section of Back Bay. In the summer there are adequate and suitable outdoor facilities, but in the other times of the year, actually the longest season, there are no indoor facilities at all, and yet there is a heavy concentration of persons living in a closely compact community of apartments which have no opportunities for community congregation.

The people themselves, desperate for some place for their children to meet and play together, formed a committee known as the Fenway Community Associates. By paying a fee, they are able to hire occasionally a small private dance studio for scout meetings, et cetera, and the school department does let them use the basement of a grade school once a month for meetings. They have asked consideration of their facility need so far without success.

When public recreation is given the dignity and status of independence it will come into its proper place in service to the citizens of Boston, and will measure up in importance to every other governmental service.

Years ago Dr. Cabot, noted social scientist, said:

Men live by work, worship, love, and recreation, and not the least of these is recreation.

Thank you.

The CHAIRMAN. That is particularly applicable in the case of children, is it not?

Mr. KENNEY. Yes, sir.

Mr. BEASER. Mr. Kenney, it has been said before this committee that many of the recreational programs throughout the country are not geared to meet the delinquents or to attract the delinquents, that they are geared for the boy who will join anyway.

In the city of Boston, from your years of experience, have the youth themselves been brought into the planning of the recreational programs?

Mr. KENNEY. Not to any degree that I know of in the public relations program. I am not boasting by any means, but in the history of the housing project recreation program we did have youth councils and from those youth councils we had delegates to serve the neighborhood committee on the project and from those delegates we were able to get an idea of the desires and needs of the youth but I don't know at the present time of any effort that is being made in the public recreation program to include youth councils in their planning and in their planning for their recreational activities.

Some of the private agencies, however, have made an attempt to do that.

Mr. BEASER. From your knowledge of the public recreational programs would you say that they are geared to attract the child who cannot usually be reached?

Mr. KENNEY. I would make a general statement, yes, that they are, but the fact that they do not go there sometimes occurs now.

Now, just recently in the testimony here this afternoon the statement was made to the effect that in the vicinity of the Old Harbor and Old Colony Housing projects there were adequate outdoor facilities at least. It was cited that at the Columbia Park and various others, waterfront and that sort of facility was present and available to them, and yet it did not reduce the delinquency problem at all within those projects.

I do not know what the conditions are at the present time over there. I do not have an opportunity to make the survey that I would like to make.

But I do know this, that in the previous experience I had there, this fact was true. Those facilities existed then and there was delinquency rampant in the general community.

But, again, I say that within the projects themselves there was less delinquency than there was in the adjacent community or neighborhood and the principal use of those facilities was made in greater part by the neighborhood children and neighborhood adults.

One great feature that was always lacking and has continually been lacking because of inadequate funds to provide leadership was supervision.

Mr. BEASER. That is true in the area mentioned in Franklin Park, unsupervised.

Mr. KENNEY. Yes.

The CHAIRMAN. Mr. Kenney, did the Chair understand you to say that the mayor has a plan for reorganization and that that plan will probably eliminate many of the difficulties which you have described today?

Mr. KENNEY. Well, I would not say it would eliminate them. The mayor has a plan for reorganization which calls for the abolition of the recreation board and the absorption of its responsibilities by the park department.

There is one difficulty in my mind with that plan. Again you will still have divided responsibility for recreation, that is, it will become part of the park department and the park department does not have responsibility alone for recreation, but it also has responsibility for the maintenance of parks and areas of that kind, and, also, strangely enough, for the maintenance of cemeteries.

Now, it is the plan, as I understand it, to include additional members of the board who will be recreationally minded and will try to direct emphasis and attention to the development of a recreation program.

It remains to be seen whether that can be done as a part of an allied program.

Personally, I, from my own experience, and as I was one time Federal recreation representative for the States of Massachusetts and Vermont, and I have been closely identified with national recreational leaders all over the country, I have talked to them about this subject. We have debated it many times and it is my personal belief that recreation functions best on a municipal level as a single department without alliance with any other.

The CHAIRMAN. That is, parks are wonderful to have, but if you do not use them they do not serve any real purpose, do they?

Mr. KENNEY. That is correct; and we have very beautiful parks. In fact, I think statistics quoted about the time of the Pangburn survey was to the effect that Boston stood 2d in the country with relation to the excellence of their facilities, but 14th in the country in relation to leadership to supervise the programs within those parks.

What the standing is today, I don't know.

The CHAIRMAN. Well, the subcommittee hopes that the situation will be corrected and you can step up the recreational activities in the parks.

Thank you very much, Mr. Kenney.

Mr. KENNEY. Thank you.

The CHAIRMAN. Counsel will call the next witness.

Mr. BEASER. Mr. Patrick J. Ryan.

The CHAIRMAN. Before Mr. Ryan starts to testify, the Chair wants to apologize—I won't put it in the form of an apology, but the Chair realizes that these long hearings starting fairly early in the morning and lasting to this hour are not convenient at all to many members of the press, but there is no other course we can follow because we have a limited time here in Boston and a great number of witnesses.

I also think of the press as a part of our committee system. They serve a great, noble purpose in this country of ours.

I am just sorry that we have to have these long hearings so that you cannot get away to write your stories early.

I might make the same comment to WNAC and the staff members.

Will you please state your full name, your address, and occupation, for the record.

STATEMENT OF PATRICK J. RYAN, DIRECTOR OF RECREATION, BOSTON, MASS.

Mr. RYAN. My name is Patrick Joseph Ryan, and I live at 112 Woodward Road, West Roxbury, Mass.

The CHAIRMAN. Do you have a prepared statement?

Mr. RYAN. Yes, sir; I have a prepared statement I would like to submit at this time and read a copy that I have with me.

I was especially honored when I was invited to testify because in the position I hold I am vitally interested in the particular problem which you are dealing with.

Recreation in our American way of life is everybody's responsibility today, the Federal Government, the State, the city, the churches, schools, social agencies, private agencies, commercial and industrial establishments.

Here in Boston when we speak of recreation one immediately thinks of one aspect of recreation, public recreation which I represent. As a youngster I grew up in our public recreation system on the playgrounds, was not too outstanding an athlete, a play leader, a physical instruction recreation supervisor, assistant recreation director and now as director with some 23 years of civil-service credit, including approximately $8\frac{1}{2}$ of those years I spent in the United States Navy.

Recreation came into being as a public department in Boston on January 27, 1913. The Boston City Council consolidated the park department, the bath department, the public grounds department, and the music department into one Boston Park and Recreation Department, under a board of the park and recreation commissioners.

I have submitted a copy of pertinent sections of the ordinance, gentlemen, with the brief.

The department carried on a public recreation program under this name until 1920, when the cemetery department was also consolidated and naturally the word "recreation" was dropped.

The department is now known as Boston Park Department. Frank R. Kelley is the present chairman of the board, with Joseph Lee and Theodore Haffenreffer as associate members, and I am the director of recreation.

How well this department has done its job may be gathered from the following comments:

Griffenhagen Report of October 15, 1948.

Greater Boston Community Survey, February 1, 1948.

Archbishop Richard J. Cushings Comments, May 1953.

Mayor John B. Hynes Statement, November 1953, on the duties, effects, and so on of park recreation development at the present time.

At the present time the staff consists of 44 permanent civil-service employees, 140 summer program personnel, and roughly 400 sports officials and per session personnel assigned as we need them.

Personnel standards: All the permanent department personnel are civil service qualified by the Massachusetts State Board of Civil Service. Our last summer program group were perhaps the highest qualified group in the entire country.

Our sports officials generally are accredited members of New England Officials Association.

The recreation program carried on by the park department is based on the directives issued by the National Recreation Association and we adhere to those standards set up by this organization in all respects.

The National Recreation Association's booklets are used as textbooks in all our institutions.

The past year, 1953, with a program of over 60 featured events, it was estimated that 528,110 people participated and were viewed by some 2,388,000 spectators.

These figures do not include the daily attendance on the 95 playgrounds or 13 recreation centers.

Coordinating our program with other departments and outside private agencies has been the No. 1 objective of the recreation division during 1953. The following are some of the results:

Generally speaking, all city departments cooperate fully, the Boston Police Department is the most outstanding in this particular respect.

The relationship between the school department is excellent.

The Greater Boston United Community Service and its many agencies work in very close unison, in programs, facilities, institutes, and wherever needed.

Most churches, Catholic youth organizations, YMCA's, et cetera, are affiliated with the Boston Park Recreation.

A close union has been developed with the Mayor's Civic Committee and its problems.

We work in close connection with Boston Rehabilitation Committee.

We cooperate with Boston Housing Authority in all districts of the city.

We are active members of the Greater Boston Council for Youth and, as such, cooperate with 110 member organizations.

Recreation services versus Juvenile delinquency. Boston's Mayor John B. Hynes, a product of the Boston playgrounds, having played 4 years as a quarterback on a sandlot football team, has said:

Recreation is not a cure-all, for juvenile delinquency, but it is the best preventive.

Some of the forward steps in recreation undertaken during 1953 to help in holding the line against this problem are as follows:

1. Upgraded the standard of personnel, the 90 young women and 30 of the young men appointed to the summer program were all graduates of colleges, and had experience in recreation. The additional 15 men had 2 years of college and were veterans of World War II, or the Korean conflict. No appointment was made because of political affiliation or patronage.

We have made this statement many times and it is one of our proudest boasts.

2. Extended the playground program on all playfields so that leadership was present during the evening hours. The program in the recreation centers has been changed so that the boys now have 4 days and nights in place of 2; also lowered the age requirements in communities where it was necessary.

3. Developed a recruiting program whereby recruiters contact youngsters in their hangouts and make an effort to bring them into recreation program.

We feel we have the one program that attracts the unattached youngster. We brag about the fact that he does not need to be of a particular race, creed, or color to join.

All he needs is a desire to come in and take part in the activities on the particular night he desires. If he desires to come back, well and good. If not, we do not stress it.

4. We included the following subjects in instituting Intergroup Relations, Good Citizenship Recognition, Recreation Versus Delinquency and Vandalism, coordinating public program with private agency program.

We have a 4-hour panel with all playground instructors present. Some of them appeared here before your committee. Robert Segal, Grace Whittaker, Mrs. Snowden, and Tom Heffernan.

We developed volunteer leader institutes for youngsters under 16 years of age. We graduated our first class. It proved exceptionally successful. It amazed many of us that we could get youngsters interested in voluntary leadership under 16 years of age.

We set up inservice training for recreation staff with instructors from private agencies.

We emphasized our competitive sports program on a more heavily organized scale for youngsters under 16 years of age, to attract those that previously we did not bring in our program.

Naturally we must have some objectives in the recreation division and our paramount one is better public service.

OBJECTIVES

The major objective of the recreation division, is better public service. We are in full accord with the Griffenhagen survey and the Greater Boston community survey that provides for expansion and decentralization. The recommendation that recreation should be organized on the district basis of the now existent health and welfare districts is a sound one.

With a recreation headquarters in each district, the public recreation program that best suits that community may be carried on with the full support of the people concerned. We have made some progress toward this end. However, it has been slow because of the lack of funds.

It is only fair to mention that the budgets of all city departments have been cut for 1954, with the one exception of the recreation division of the Boston Park Department.

We are highly in favor of united public recreation under one department as recommended by the Greater Boston community survey and mayor's consolidation plan that we hope will go into effect sometime this year.

We emphasize very strenuously to continue to upgrade the standard of all recreational personnel. It would help not only in public recreation, but in all forms of recreation if we could expand and develop more recreation programs for our teen-age girls and proper leadership, if we could expand and develop more social recreation programs not only public recreation, but all forms of recreation for mixed groups of youngsters particularly in the teen-age bracket under proper leadership.

I believe we should make use of existing facilities regardless of what has been said here before, on a year-round basis so that additional leadership will be available from the people themselves in that particular community on a voluntary basis.

I should like to go back and just bring to your mind, gentlemen, one statement I have made when I said we received excellent cooperation from our city departments, particularly the police department.

The CHAIRMAN. That is very important, is it not?

Mr. RYAN. Yes, it is. As director of the public recreation program I find myself many times with activities—I can be more specific—on our program of last fall in football, football, of course, as you

know, as played in sand lots. To safeguard the youngsters it requires uniforms. It is a highly organized sport and the average teen-agers, the 13, 14, 15-year-old, cannot afford to play it.

However, you might be interested to know that in Boston last year we registered some 80 groups in this sandlot football organization that we have. We played a series of games every Sunday, averaged 30 to 33 games out on the public parks and playgrounds.

We did not have one incident. We did not have one incident of a riot nature that is so familiar to that sort of thing in every other city in the country, and sometimes in our schools and colleges.

People might say that perhaps it was not publicized. We did have an incident in West Roxbury in which one of the spectators, a young fellow holding a stake at the game, became engaged in some altercation and the police broke it up.

We could not do that unless we had the excellent cooperation of our police department. We have high standard officials working the games, but regardless of that, we could not do that without the excellent cooperation we have from them.

For the past 18 years the Boston park recreation and school departments have been working jointly with the police department M-1 safety squad. The National Recreation Association, which is the authority on recreation in America, tells us that the four paramount functions of a playground is to provide some fun, some help, something toward the moral development of the youngster and safety.

For 18 years this program has been carried on over one of our local radio stations every Saturday morning without fail for a half hour.

MR. BEASER. I am wondering how you fit that one in with the attractiveness of a program such as that for delinquents or predelinquents or the boy and girl who generally does not join and participate in that kind of activity.

You mentioned four basic considerations.

MR. RYAN. Generally in the playground program. I would say broadly that on a particular program of that type I don't think we would attract potential delinquents, but I am emphasizing the fact that if any statement has been made relative to the police department, I want to emphasize in our work in public recreation they have been most cooperative.

For 18 years it is unbelievable to have 3 city departments functioning as smoothly as that over the year, every Saturday morning, the M-1 safety squad.

Our record here in Massachusetts in safety I think is a great tribute to their efforts.

THE CHAIRMAN. Mr. Ryan, do you try to get the delinquent children, the children that have been in trouble, to participate in your program?

MR. RYAN. We are very conscious of it. As I said, and I would like to emphasize it, we have made the statement time and again that we have the one program we feel attracts the young fellow who is not a member of any organization, CYO, Neighborhood House. We find that many of the youngsters that come in the program are the fellows who are a little too hard to deal with in the particular organization he might have been in.

I am not going to mention any names, but we have verbal records of contacts. We have been able to bring them in.

I might mention here, too—I am giving you facts—in our recreation centers and in our playgrounds, field houses, the actual participants in the program never, never commit vandalism. It is a very, very exceptional, rare case. It is usually the spectators that come from the outside and more often than not it is an adult.

I have a particular case in mind when we had a mechanical merry-go-round that was destroyed on the playground. It was charged to teen-agers. I have witnesses that it was a group of adults that came from the nearby tavern that did that.

We have a delinquency problem here in Boston the same as in any other city. It would be wrong for me as director of public recreation to have any other opinion of us.

We get full cooperation from everybody, from the newspapers all down the line, the schools, the health organizations; the health department assigns doctors, for instance, to all of our various athletic events. We have a boxing show. The doctors show up to examine the young fellows before they take part in it.

Dealing with delinquents today from my viewpoint—I have just returned a year ago from the Navy—it is very difficult. We have a project. We have several of them working all the time. We have one recently that we have been working on since I came away from the National Recreation Congress in Philadelphia, where I sat in some of the panels, with the feeling that if we could do more in our large muscle activities and our competitive sports, we would appeal to the potential delinquent and potential youngster in juvenile activities who might get into difficulty.

Mr. BEASER. Would it be your responsibility to set up a program for the recreation in one of these housing projects, or is that some other department?

Mr. RYAN. It should be the responsibility of public recreation and we should do it. We cooperate with them very fully.

Mr. BEASER. In other words, Mr. Henderson's statement was not accurate when he said, as I recall it, we have responsibility and somebody else has the money.

Mr. RYAN. That is not so. It is borne out by the fact that last summer, even though we had a limited budget and we were unable to man all of our existing park department areas—I cited to you 90, we have 91, 92—yet with that limited budget we selected each housing project in the city and we assigned one of the competent instructors or leaders to carry on a program which they did just the same on that housing project as though it was a park department playground.

Mr. BEASER. That was for whom?

Mr. RYAN. For the children in the housing project.

Mr. BEASER. Where would they meet?

Mr. RYAN. There are areas in the housing project, they are very, very limited. We utilize what space and what area is there.

We were not stopped because of the fact that there weren't playgrounds laid out or recreation halls. We made the most of what we had there.

On the other citywide activities, for instance, the Fourth of July celebration, or Halloween, we do considerable here on Halloween and Boston papers credit us with having 120,000 children participate. We try to organize some of the activities, games, sports. We provide

them with ice cream and doughnuts and we provide them with the sheet of games. We treat the housing project as a recreation center although we do not have all the facilities there that we should have.

Mr. BEASER. We had some testimony this afternoon to the effect that a school building had just been built and they had a gym in it that they could not open up because there was no money for supervision.

Mr. RYAN. For leadership.

Mr. BEASER. Are you finding that your facilities are running ahead of your finances for supervision?

Mr. RYAN. There is no question about it. It is due to this particular fact. It is not alone in Boston; it is in many cities that the city fathers will go out and build a playground or recreation center and appropriate money to construct the establishment, but they do not create the budget to provide the leadership and the program there.

You have empty playgrounds if you do not have leadership.

Mr. BEASER. It would work both ways.

Mr. RYAN. That is right.

In recreation, personnel is the outstanding requirement, the leadership. It is used many times in the Civil Service Commission. If you had the choice of excellent supplies of equipment or leadership, what would be your choice? That is only one answer—leadership.

Because with proper leadership you can make a program even though you don't have the facilities and supplies.

Mr. BEASER. Is there any consideration given at the present time to any drastic changes in the recreation program that would attract more of the nonjoining, the unreachable boy or girl?

Mr. RYAN. I feel very confident that that is going to be accomplished. I hope you will forgive me by referring to the mayor. It was on Thanksgiving eve on the recommendation that we made jointly with the Greater Boston Council that he gave us \$5,000 additional to provide leadership to try to bring youngsters into our program, youngsters we have not been able to reach previously.

With the consolidation of the departments, as proclaimed by the mayor bringing the recreation board under the park department, we again will have a park and recreation department; not 3 commissioners, but we will have 5.

It is hoped by all of us that he will, and I am almost positive he will, give us some recreation-minded commissioners even though the present chairman has built more playgrounds and developed more than has been done in any previous 10-year period. That is a matter of record.

The CHAIRMAN. Mr. Kenney testified that you had duplication of effort in your playground program and your recreation program. What have you to say about that?

Mr. RYAN. A duplication of effort? You mean in relation to the recreation board with the Boston Park Recreation?

The CHAIRMAN. What I think he was alluding to is the fact that your activities are not centered under one head.

Mr. RYAN. That is right. I agree with him there. Of course, if you don't have activities centered under one head, then you will have duplication of effort. We found that very much so.

In backing up Mr. Kenney's testimony, the wonderful program he had in the housing project, the park recreation at that time, on WPA and ERA, we had some 150 leaders.

Today our permanent staff is 44.

Mr. BEASER. I thought the program that Mr. Kenney was talking about was a program which was not centered all on recreation in a single recreation department responsible directly to a board or to a mayor.

You seem to be endorsing Mr. Kenney's policy, whereas I thought Mr. Kenney was proposing something a little different in putting it in the park department.

Mr. RYAN. I don't think so. I might have misunderstood you.

However, I am quoting the Greater Boston Community Survey. Mr. Kenney is a member of that organization. I would say that would be his belief.

The CHAIRMAN. I might say the Chair is confused by this seeming conflict in statements.

Mr. RYAN. My own opinion is that I think we are going to make greater strides in the coming year on recreation than we have for any period of time previously in Boston.

We have had a very fine recreation program because in the inception, the consolidation of these departments was brought about by a group of public spirited citizens known way back in 1911 as the Public Recreation League of Boston.

Mr. BEASER. May I read from Mr. Kenney's statement? It might clarify Mr. Ryan's mind.

The CHAIRMAN. I suggest you do that.

Mr. BEASER (reading):

I understand that the mayor's new plan for reorganization of the city government recommends the abolition of the present board and the absorption of its functions and responsibility in the enlarged park board. I think that many of the same inadequacies of the recreation program that existed at the time of the survey still exist, and that confusion still reigns supreme in the public relations picture in Boston. I think that rather than abolishing the recreation board it would be better to amend the present law that created it and put recreation under a single department with authority to supervise—

Et cetera.

The CHAIRMAN. As I understand Mr. Ryan's statement now, when this new park board is reorganized it will do just that.

Mr. RYAN. It will do further than what Mr. Kennedy advocates there because at the present time under the park department we have all of the space for playground, as you can imagine, parks, parkways, areas of that type, beaches, and the municipal recreation centers.

Of course, I believe it would be better if we had them all under one rather than to come to the park department to get the use of a park or a playground.

Mr. BEASER. Do you not get some sort of a dilution as between putting so many things in one department that are not heterogeneous?

Mr. RYAN. Actually, sir, the function of a park and recreation department is primarily recreation. If you analyze it in the broad scope of recreation, why do we have a park where a person sits to relax and recuperate? That is recreation.

My interpretation of recreation over the years has been that we ought to recreate the individual mentally, physically, morally, through

wholesome activity. Everything we have in a park—to go to visit a zoo is a form of recreation although in the final interpretation of recreational programing we don't look upon that as being such.

The CHAIRMAN. Certainly the functions of such a board, call it what you please, would be well defined in the local legislation which created it, would it not?

Mr. RYAN. I would think so; yes.

Mr. BEASER. No further questions.

The CHAIRMAN. Thank you very much, Mr. Ryan. We appreciate your statement here today.

Mr. RYAN. Thank you, sir.

If I may, the chairman of the Board of Park Commissioners has asked me if I would pass on to you his anxiety to get a copy of your findings and recommendations, if it were possible, so that he might expedite any that might be beneficial to us or that might affect us in any way.

The CHAIRMAN. I am sure that will be possible, in due time. If there are no further witnesses today, the subcommittee will recess at this point until 9:30 a. m., tomorrow morning, in courtroom No. 3.

That is this room.

(Thereupon, at 5:55 p. m., the subcommittee recessed, to reconvene at 9:30 a. m., Saturday, January 30, 1954.)

JUVENILE DELINQUENCY

SATURDAY, JANUARY 30, 1954

UNITED STATES, SENATE,
SUBCOMMITTEE OF THE COMMITTEE ON THE JUDICIARY,
TO INVESTIGATE JUVENILE DELINQUENCY,
Boston, Mass.

The subcommittee met at 9:30 a. m., pursuant to recess, in courtroom No. 3, Federal Building, Senator Robert C. Hendrickson (chairman of the subcommittee), presiding.

Present: Senator Hendrickson.

Also present: Herbert Wilson Beaser, assistant counsel; James Bobo, assistant counsel, and Harold Langlois, chief investigator.

The CHAIRMAN. This meeting of the Subcommittee on Juvenile Delinquency will be in order.

Counsel will call the first witness.

Mr. BEASER. Miss Mary Driscoll.

The CHAIRMAN. Miss Driscoll, the subcommittee welcomes you here this morning. We are grateful for your appearance.

I hope, and I am sure, that your contribution will be very helpful to the subcommittee.

Now, Miss Driscoll, do you have a prepared statement?

Miss DRISCOLL. No, I have not.

The CHAIRMAN. Then I will turn the session over to the counsel of the committee, who will develop the facts.

Mr. BEASER. Mr. Chairman, in view of the testimony which the subcommittee has heard heretofore in Boston, may I respectfully suggest that the witness be sworn?

The CHAIRMAN. Do you swear that the evidence you are about to give before this subcommittee of the Senate of the United States will be the truth, the whole truth, and nothing but the truth, so help you God?

Miss DRISCOLL. I do.

TESTIMONY OF MISS MARY DRISCOLL, CHAIRMAN, LICENSING BOARD, BOSTON, MASS.

Mr. BEASER. Miss Driscoll, you are chairman of the licensing board?

Miss DRISCOLL. Yes, sir.

Mr. BEASER. What are the functions of the licensing board?

Miss DRISCOLL. The licensing board is a board which exists for the city of Boston for the granting and issuing and supervision of a certain number of licenses, including 11 or 12 different sorts of licenses.

Mr. BEASER. Including liquor licenses?

Miss DRISCOLL. Including liquor licenses, yes.

Mr. BEASER. How does the board function? Do you have your own investigators?

Miss DRISCOLL. No, we do not.

Mr. BEASER. You have no investigators?

Miss DRISCOLL. No, we have no investigators.

Mr. BEASER. When people make application to you for a license is that application investigated at all?

Miss DRISCOLL. Yes.

Mr. BEASER. Who investigates it?

Miss DRISCOLL. The police in the city of Boston are the agents of the board and applications are routed to the police for investigation.

We also in many types of licenses route them to the health department for an O. K. on sanitation.

We are required by law now to route all for the building department certificates. So we route all applications, excepting there may be a one-day special license, to the health department, building department, and so forth.

The CHAIRMAN. On the basis of the application investigation, the board decides whether a license will be granted, or not?

Miss DRISCOLL. Not necessarily. The facts that they report back to us are given careful consideration and if the application involves a liquor license we always have hearings and we set the case down for a hearing so we may get a better picture of the whole situation.

Mr. BEASER. Do you also hold hearings when there are complaints?

Miss DRISCOLL. Yes, we hold hearings on all complaints.

Mr. BEASER. Does that hearing go about like this: the witnesses are sworn—

Miss DRISCOLL. Of late years we have not done so much swearing of our witnesses. If there is an occasion when we think we had better, we do it. That depends on what is before us.

Mr. BEASER. Now, Miss Driscoll, we have had considerable statements here and statements have been given concerning complaints that have been made to the board of drinking by minors in various establishments in the city of Boston.

Can you tell me what the board's policy is with respect to those complaints?

Miss DRISCOLL. Every complaint of that sort that comes to the board is set down for a hearing and the licensee is notified and the police are notified, or such persons who may have some evidence or some facts in the case, citizens sometimes, or mothers.

Mr. BEASER. Do you revoke licenses because minors have been drinking in those places?

Miss DRISCOLL. We have in such cases where we had sufficient evidence to revoke the license.

Mr. BEASER. Have you been following the statements which have been presented here?

Miss DRISCOLL. Yes, I have followed them.

Mr. BEASER. What is your opinion of them?

Miss DRISCOLL. Well, may I just say a few words on that?

The CHAIRMAN. Yes, indeed you may.

Miss DRISCOLL. My opinion is that, first of all, I ought to express to you my appreciation for having me here and for your being here. I think it will be a very wholesome thing in the city and I appreciate your letting me come.

On the question of the testimony, I really don't have much to say. There is a little confusion in regard to figures. I thought the testimony from most everybody here was very interesting and helpful and on the question of what they said, I am an old social worker myself; I have had a lot of experience on juvenile delinquency and I have many ideas about it and have not changed them in the 40 or 50 years I have been around, and I would hope that great emphasis would be put on them, such as women attendance officers, manning our schools with women attendance officers, because I think boys sometimes respond when they are young enough to women police, and I am a great rooter for women police.

I have given a lot of my time and strength to advocating that. I have been very much impressed with your hearings.

Mr. BEASER. Thank you, Miss Driscoll.

Now, one of the documents which has been introduced has been taken from the police files, and is a list of complaints made to the licensing board over the course of years in relation to certain places where the Armed Forces police have testified before this subcommittee that they observed minors drinking on numerous occasions.

One of them, for example, is Spotlight, which shows that a police complaint on February 3, 1943, was made to the board involving a drunken minor; on February 12, employing a minor; August 3, 1953, sales to a minor, and so forth.

Most of those have been filed by the board. In some there has been a suspension of a day, 2 days, 3 days. The same goes with respect to the Novelty Bar and Grill, Celebrity Lounge, Golden Anchor, Mardi Gras, Showtown.

Do you usually file these complaints?

Miss DRISCOLL. No, it depends on the evidence before the board.

Mr. BEASER. Is there any reason why most of those were filed?

Miss DRISCOLL. There was probably very good reason why we filed. That takes me back to the Spotlight 10 years, and I am sorry I can't really answer on those particular cases.

Mr. BEASER. You do not remember why they were filed?

Miss DRISCOLL. I can't seem to remember the Spotlight 10 years ago.

But I can provide you with it, and I will be happy to do so, if you want it.

Mr. BEASER. On the Spotlight, September 31, 1952, there was a sale-to-minor complaint to the board, and the complaint was filed. So that is about a year ago, a year and a half ago. Would you remember that case?

Miss DRISCOLL. I wouldn't say I did. I think I do remember it a little bit, but I will be happy again to give you all those facts.

Mr. BEASER. Will you furnish those to the subcommittee?

Miss DRISCOLL. Yes, I will be glad to.

Mr. BEASER. In how many cases have you revoked a license in, say, the last year or so because of the sale of intoxicating beverages to a minor?

Miss DRISCOLL. Are you talking now about liquor?

Mr. BEASER. Liquor, yes.

Miss DRISCOLL. I think, one. This year, you mean?

Mr. BEASER. Yes.

Miss DRISCOLL. I think one for 1953. For this year we have not revoked any; it is early in the year.

Mr. BEASER. I mean 1953. You revoked it in one case, you say?

Miss DRISCOLL. Yes, we did.

Mr. BEASER. Most of the cases that we have here, committee's exhibit E which you kindly furnished us, have been placed on file.

We find in the 1953 calendar year you revoked 1; suspended 1 for 7 days; 1 for 6 days; 1 for 3 days; 10 for 12 days; 6 for 1 day; about 34 out of the total 54 were placed on file.

If you have no investigators how do you check up on a complaint?

Miss DRISCOLL. Through our agents, the police.

Mr. BEASER. You base it entirely on the police investigation?

Miss DRISCOLL. Yes.

Mr. BEASER. In other words, at your hearing the policeman who makes the complaint?

Miss DRISCOLL. He does and he presents the evidence.

Mr. BEASER. And the licenseholder presents evidence, too?

Miss DRISCOLL. To the contrary—

The CHAIRMAN. Miss Driscoll, you have no investigating facilities at all in your department, do you?

Miss DRISCOLL. Not any, Mr. Chairman.

Mr. BEASER. In most of these cases, you and the board decide on the basis of what you have heard before you?

Miss DRISCOLL. We decide on the evidence presented at the hearing on the particular case of sale to minor.

Of course, in all of our hearings the notice sent out takes into consideration general conditions on the premises. So after we have heard the evidence in the case before us, we question a good deal about what is going on there and we get a general picture of the place.

Mr. BEASER. You say in some of the cases even though it involves complaints of sales to minors, you hold a hearing without sworn testimony?

Miss DRISCOLL. Yes.

The CHAIRMAN. Do you have legal authority to swear witnesses?

Miss DRISCOLL. Yes; we do, and we very often do it.

The CHAIRMAN. Why, Miss Driscoll, do you not swear witnesses?

Miss DRISCOLL. I tell you some years back when the personnel of the board was a little different than it now is, they told such awful falsehoods we thought that they were only adding one more thing in standing up and perjuring and lying the way they did, because we had so many cases, and I take the oath very seriously and we don't use it unless we feel we need it.

If there is a doubt or we question the testimony, they are sworn.

The CHAIRMAN. The custom of swearing witnesses has been a truly American procedure since the time we were founded as a Nation.

In a matter so serious the Chair is unable to understand why you have not sworn witnesses.

Miss DRISCOLL. I can understand your not understanding.

The CHAIRMAN. All right, counsel.

Mr. BEASER. If I may pursue that one step further, then in the case of a complaint of the sale of intoxicating beverages to a minor you have 2 persons making unsworn statements, 1 a police officer who has sworn to uphold the law, and the other a licenseholder who is being complained against.

On the basis of unsworn statements made before you we find in 1953 that in 34 out of 54 cases you have held against the police officer, so to speak, and found in favor of the licenseholder.

Miss DRISCOLL. I would not say that. I would have to say that the evidence did not justify us in action on the sale to the minor.

May I say one word to you there?

Mr. BEASER. Certainly.

The CHAIRMAN. Miss Driscoll, you are at liberty before this subcommittee to testify in your own manner, in accordance with your own conscience.

Miss DRISCOLL. Yes; thank you, sir.

The question on some of the reports on sales to minors, we have to digest the facts in the report and very often they take a boy out, we might say, up in this corner, where they find 2 or 3 boys that are intoxicated. They take them to the police station and at the police station they are questioned and the boys say where they purchased the liquor at that point.

At this point the boy is under the influence; sometimes he gives a place that is 4 or 5 blocks from the location where they located him.

In many of those cases there was no evidence at any time to show that the boy was on the premises, either from the police or anyone, because he was picked up a long way from the premises.

So we don't have many found on the premises with the liquor before him, and we only have in those cases his word that he did purchase it at a certain place.

Now, there have been instances, as I recall, where the boy, when they straightened him out overnight, is a little hazy on whether he said the right place, or not. When he comes before the board he might say, "I don't really remember," or, "I can't recognize the person who sold it."

They are very difficult cases to handle. Where they are found on the premises with liquor before them, you have a little bit different proposition.

I might say on the 54 cases, and I have the commissioners here and my secretary, if I can remember, and I will remember, I think, of the 54 cases that you are referring to, 15 of those were package stores where you buy to take off the premises. Four of them were taverns.

Boston has not much problem with taverns with minors. It is a man's world, our taverns are closed at 11 o'clock at night. They don't have any women; they don't have any floor shows; it is a man's world.

Occasionally a fellow goes in there and in those instances I think you would have to agree with me the appearance of the boys if you saw them would justify anybody's thinking they were 22 or 23 years of age.

We summon the boys in order that we may bring out the judgment used by the licensee. A kid comes in there, all kinds of credentials, and he has a driving license or something that he has changed; he has himself all built up with all the credentials in the world.

What do they amount to? Look at the youngster, we say to the licensee. We have them come in for the purpose of judging, ourselves, and we think the licensee ought to have judgment.

The CHAIRMAN. Miss Driscoll, this subcommittee is not here to interfere with or to dictate to the great Commonwealth of Massachu-

setts, or the great city of Boston. We are trying to find facts which may help the whole Nation to solve the problem of juvenile delinquency, but in your case you have a very great responsibility.

Would it not be helpful to you if in your operations you had your own investigating department under the control of this board?

Miss DRISCOLL. May I speak for myself and not for the board?

The CHAIRMAN. You speak for yourself or officially.

Miss DRISCOLL. I don't want to.

The CHAIRMAN. Why? I ask that question because I come from a State where they operate the whole problem of liquor administration under a commissioner, a State commissioner, and they have their own investigators and they do by and large a wonderful service to the communities of the State.

I just am wondering now. Now you give your reasons why you don't want to.

Miss DRISCOLL. I think in this particular line of work, especially since we have liquor to consider, that the inspectors, if they stay on the job a long time, it is a pretty tough row for them. I don't think we get, or would get, any better results through a corps of men working with us than we get from the police department.

I want to say right here that I am 30 years on that board and that there never has been any unpleasantness or misunderstanding, but the best of cooperation with our agents, the police.

We refer all kinds of things to them and they are very responsive on that sort of thing.

I have worked with inspectors and investigators in my long career and I think that as it has worked out, Mr. Chairman, I don't like them; maybe I should.

The CHAIRMAN. We in the city of Washington went in this whole liquor problem down there and we found things rather shocking. We had to get investigators. We had two of your finest citizens in Massachusetts to help us. We had some members of the New Jersey State Police to help us.

I do not like it, as chairman of the subcommittee; it was not pleasant to impose upon the people of the city of Washington the people from outside, but the police in Washington, as fine as they are, and I concede that we have dedicated policemen throughout the country—I am not criticizing police departments at all when I say that—but we had to have individual thought completely divorced from the local situation.

I am quite sure that without this outside help we would not have been able to get the facts that we did develop.

As a matter of fact, I might say this for the record: I was a little amazed that the press in Washington did not like what we did.

Miss DRISCOLL. You were amazed?

The CHAIRMAN. Yet we were trying to develop facts that had to be developed.

So I say that if you had your own investigators—I do not mean an army of them, or a swarm of them, I mean a few, especially trained people—it seems to me it would be helpful.

Miss DRISCOLL. There have been times when we have secured help from outside agencies or organizations, not in recent years. On many occasions after the repeal we used them. Thank you for your suggestion.

The CHAIRMAN. I am sorry I interrupted you in your testimony.

Miss DRISCOLL. Well, I won't answer the questions that are in your mind, if you wish to have it that way.

The CHAIRMAN. Well, we are here to help, not to criticize.

Miss DRISCOLL. Well, I am here to help, too. I don't think it is a question of criticism. I have no criticism in my mind for anybody.

I would like to take just 2 minutes to say that I am very proud of my board, and of every member. May I say that?

The CHAIRMAN. Miss Driscoll, these records that were developed by the Navy are not a good picture.

Miss DRISCOLL. The Navy? I go to those meetings once a month down at the Fargo Building.

The CHAIRMAN. You have seen all those records?

Miss DRISCOLL. Yes, I think I have seen most of them. I may not have seen all you have, but I have seen some of them.

Mr. BEASER. You go to these meetings where the armed services police report?

Miss DRISCOLL. Yes; I go to them when I can.

Mr. BEASER. And they have told you they have seen some of those minors, teen-age girls in those places?

Miss DRISCOLL. They have different organizations represented and their problem is with their persons who come before them and then they do discuss, but I have heard nothing about services to minors on the premises except the Navy minors. I have heard nothing about minor girls or any of this business.

Mr. BEASER. We have had statements presented to us by the armed services police that they have kept for the past months a record of the teen-age girls——

The CHAIRMAN. For the purpose of the record, I referred to the Navy; I don't want to indict the Navy; these records were made by the armed services jointly, all the armed services.

Mr. BEASER. That is correct, and they have kept their record of the number of teen-age girls and boys that their supervising officers have seen in various places in the city of Boston. They show a large number of teen-age girls in these places.

Now, it is my understanding, Miss Driscoll, that at these joint meetings which you attended they did not tell you the statistics, but they did bring out the fact that these girls were in these places.

Miss DRISCOLL. Yes; I heard them make the statement that teen-age girls were in the restaurants; yes, I have heard that down there.

Mr. BEASER. Have you taken any action with respect to those complaints?

Miss DRISCOLL. On their being present in the restaurant?

Mr. BEASER. Yes.

Miss DRISCOLL. In those cases we have sent for the licensee and told them what we have heard and if they have any teen-agers, to get them out of there.

I have no evidence of what the teen-agers are drinking or what they are doing there.

In Boston we serve strangers and travelers food, so these girls if they go in to get food, they go to certain places, the teen-agers like the young sailors, and they go to certain places where the younger sailors go and we do have a few places where you see more teen-age young-

sters than you probably do in other places, but the fact that they are there, unless we can find that they are doing something they should not do, we don't have to take the licensee to task.

We say, "Why don't you get them out? Why do you have them there? They don't spend any money. What good are they to you there? Why don't you get them out of there?"

The CHAIRMAN. Do you recommend any change in the law with respect to the development of evidence in these cases?

Miss DRISCOLL. I don't think I want to make any suggestion to you at this point. My commissioners and I might be very happy to——

The CHAIRMAN. I realize that this is a matter of State law, and again I say we are not here to impose ourselves upon local government.

But if you have any recommendations on this score the subcommittee would welcome them because we are trying to help all our local communities.

Miss DRISCOLL. I am sure we will be happy to do it, if they have them, and we will do it.

Mr. BEASER. Do you know whether in these places that the armed services have reported the identifications of these girls are checked regularly?

Miss DRISCOLL. Just what do you mean by that?

Mr. BEASER. I mean that they see girls coming in who are teenagers. Do they make them identify themselves as far as ages?

Miss DRISCOLL. You mean the proprietors?

Mr. BEASER. Yes.

Miss DRISCOLL. I couldn't answer that. I think if they come habitually they do in some instances. But I think if they come in 2 or 3 girls together and sit down and order a coke or coffee or hamburger or whatever they are eating these days, I don't think they do.

Mr. BEASER. Do you think it might cut down on teen-age drinking if they did?

Miss DRISCOLL. You mean if they were banned from the places?

Mr. BEASER. If they make them identify their age.

Miss DRISCOLL. I don't know whether it would, or wouldn't. They have such well thought out ways of deceiving about their age.

You know, a woman—perhaps you don't know, but I am sure you do—at night when she is all rigged up, looks a lot older, Mr. Chairman, and she is a work of art and she has deliberately planned to do that and they will get away with it. They will pull out a driver's license or something they got from somebody else and the fellow is there to sell liquor and sell his stuff and he is not going to determine whether she is under 21. He goes a little way, but he doesn't go too far.

Then when she comes down before my board in the morning she is a little gal. She is stripped of her paint and her lipstick and all the things that she thinks you folks like, you gentlemen, I mean, and she looks her age.

They know the minute they look at her she wasn't 21.

Mr. BEASER. Miss Driscoll, have you seen the figures that have been put out by the Massachusetts Department of Probation on the rise in arrests for drunkenness among teen-agers?

Miss DRISCOLL. I have been a member of the Massachusetts Board of Probation for 30 years and now am, and I am very familiar with those figures.

Mr. BEASER. Are you concerned at all as chairman of the Licensing Board?

Miss DRISCOLL. Of course I am concerned. I am very much concerned.

Mr. BEASER. Would you have any suggestions as to how that might be curbed.

Miss DRISCOLL. I have many ideas, but this would not be the place for it. I would have to think it out a little bit. I have brought out one thing. I think policewomen—I had the pleasure of being in Washington when that bureau was started and I went all over the country working with policewomen, with the Women's Bureau. It is a hobby of mine.

I would hope that we would have department policewomen in every city and even in the rural districts who are assigned to the work of juveniles and that they would not be assigned to anything else and that their work would be carried through a preventive program with these youngsters.

I think you appreciate in some fields the women are a little slow to go over too big and I at this late age in my life after 40 or 50 years working, I am a little disgruntled that that has not developed.

You can't tell me that a well-appointed policewoman going around in these restaurants where girls, teen-agers, are, if she is the right person, could not clean that out in no time.

Girls don't like women around.

The CHAIRMAN. Miss Driscoll, to what extent do you think that the liquor problem contributes to the great problem of juvenile delinquency?

Miss DRISCOLL. May I answer it my way?

The CHAIRMAN. In your own way, indeed you may.

Miss DRISCOLL. I would like to say that I am very much concerned as to how the adult drinking is contributing to the juvenile.

The CHAIRMAN. You mean we set examples?

Miss DRISCOLL. Positively.

The CHAIRMAN. The Chair agrees with you, Miss Driscoll.

Miss DRISCOLL. I am sure you do.

The CHAIRMAN. But looking at the picture on an overall basis, do you think it is a very important factor, the matter of drinking among juveniles? Do you think it is a very important factor or one of the minor factors?

Miss DRISCOLL. I think it is very important. I don't want children to be drinking. Get them up to a reasonable age and let them decide.

I think it is a very important factor. There is no question, Mr. Chairman, that it is contributing to delinquency. But I am not here in any way to defend anything. I haven't that kind of a mind, but I think that everything that we can do we are trying to do and I want to say right here that we have a group of licensees that have it plugged at them all the time.

Captain Donovan within a couple of years had all the licensees in the community together in the police station and he asked me if I would come out and impress them with the importance of minors. We talked minors, morning, noon, and night.

The one thing that we say to the licensee is that he has to control it. We are doing some educational work. I think a large percentage of the licensees don't want them on the premises.

There is no money in them. They don't spend money. They don't want them; they only make trouble. I am sure that is true.

The CHAIRMAN. Unfortunately, these records that have been compiled by the armed services would not indicate that. I mean, these figures in these records contradict that fact.

Ordinarily I would agree with you.

Miss DRISCOLL. Well, we have quite a number of licensees and I suppose the places that are observed and spoken about would get down to 20 or 25.

The CHAIRMAN. I remember in my youth that among the juveniles liquor was not a factor at all.

As a matter of fact, I remember I was president of the junior class in high school and one of the most unpleasant duties I had during that period was to invite right out of the class party two boys who had liquor on their breaths. They were not intoxicated, they were not out of order, but the girls smelled this odor and they went to one of the teachers who happened to be chaperoning the big party and the teacher called to me and I had to tell the boys to go home.

So in that day among juveniles at least in my community the liquor problem was not a problem.

Miss DRISCOLL. Well, 30 years ago when I worked for the United States Government, under Secretary Daniels, the social hygiene board, I had charge of the New England district for the Government on the venereal disease control program. We were out picking girls up on the streets, but liquor was a very small part of the problem.

That was over 35 years ago. But there is great concern in my mind on the adult behavior and the example and influence that it is showing to your young people.

I have great faith in our young people. I feel they are extremely bright. I don't think I am as concerned about the future as some people, but I am awfully concerned about the adults and parents.

It seems to me that the bringing up of children is the parents' job and all the other influences must work with those parents.

The CHAIRMAN. I know you are concerned, so is the President of the United States. He said recently, very recently, that a large part of this problem was adult failure.

Miss DRISCOLL. It would seem so from my experience. From my experience it would seem so.

The CHAIRMAN. Counsel.

Mr. BEASER. Miss Driscoll, these laws on teen-age drinking have been passed, have they not, because the public felt that the teen-agers had to be protected? We were told during the course of testimony on narcotics that the way to cut out the narcotics traffic was to hand out fast, heavy sentences.

Do you think that the teen-age drinking problem, where teen-agers are being sold liquor by licensees could be cut down if the licensing board revoked more licenses?

Miss DRISCOLL. That might be so. There is nobody any hungrier for evidence to shut them down than my board. Evidence is needed.

Mr. BEASER. But that is done by the police?

MISS DRISCOLL. Yes. The police are our agents and they do provide it. There are a great many times the mother will come in and tell me that her child has been drinking in a certain place, that she thinks he is drinking there. I route that to the police and ask that they investigate that place and send in a report, and they do send in a report.

MR. BEASER. In view of the reports that you have received from the armed services and from the police department on complaints, why is it, then, that in so many cases the license of a licensee was not suspended?

MISS DRISCOLL. Because the facts did not justify it and sometimes it is a great disappointment.

After the hearing it is not an uncommon thing to say to a licensee, "Well, you may think you are kidding us, but you aren't. We have not got the evidence, but we will get it the next time."

After all, we must have evidence.

MR. BEASER. Most of this is unsworn; is that it?

MISS DRISCOLL. Yes, it has been of late years. I will certainly make note of the chairman's suggestion about it and take it up with my board. Anything you would suggest to us would be most welcome.

MR. BEASER. I have no further questions, Miss Driscoll.

THE CHAIRMAN. How many members are on your board?

MISS DRISCOLL. There are three of us.

THE CHAIRMAN. How are they selected?

MISS DRISCOLL. By the Governor. We are under the same act as the police commissioner. We are appointed for a 6-year term and two, as you know, of one party.

THE CHAIRMAN. Your jurisdiction is limited to the city of Boston?

MISS DRISCOLL. Yes. I have had 5 appointments to that board, 6 appointments really. I have been there 30 years. I take great pride. I feel badly—I feel badly, that is all.

We all learn something as we go along. I am proud of the men that I have had the honor of serving with. I am proud of the fact that I respect my Governor and my men. My men never worked under anybody that tried to do anything but let me do my job and I have loved it. I have loved it and my reputation.

I can assure you I have had such honorable, fine gentlemen working with me—well, maybe it is the woman in me, I don't like to see them get hurt any more than you do your child.

THE CHAIRMAN. We are proud of our women. You have a great woman in the Senate of the United States from your neighboring State of Maine. She is a credit to womanhood throughout the world.

MISS DRISCOLL. I think she is. Don't you think we have a lot of good women around?

THE CHAIRMAN. You bet you have.

MR. BEASER. No further questions, Mr. Chairman.

THE CHAIRMAN. Mr. Bobo?

MR. BOBO. No questions.

MISS DRISCOLL. Thank you for your courtesy.

THE CHAIRMAN. I do want to make this observation for the record:

As I said before, we are not here to dictate. We are here to help. I do hope you will make it a point in the future to swear your witnesses.

Miss DRISCOLL. I assure you that I will do what I can about that. Please feel that we welcome your being here. We like your being here.

The CHAIRMAN. Again I refer to these armed service records. They are a terrible indictment.

Miss DRISCOLL. Well, I have nothing further to say on that.

The CHAIRMAN. Thank you, Miss Driscoll.

Miss DRISCOLL. Thank you, sir.

Mr. BEASER. Chief Igoe.

The CHAIRMAN. Mr. Igoe, are you going to testify about specific facts which might involve persons?

Mr. IGOE. Yes, to a certain degree, Mr. Chairman. I have a prepared statement I would like to read to the committee.

The CHAIRMAN. Then I think probably you had better be sworn.

Do you swear that the evidence you are about to give before this subcommittee of the United States Senate will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. IGOE. I do.

TESTIMONY OF JAMES M. IGOE, CHIEF OF POLICE, WATERTOWN, MASS.

The CHAIRMAN. Will you state for the record your full name, your address, and the organization which you represent?

Chief IGOE. James M. Igoe, 67 Robbins Road, Watertown, chief of police, Watertown, Mass.

The CHAIRMAN. Thank you, sir. You may be seated.

Chief IGOE. It is well known that of all the duties and responsibilities placed on law-enforcement bodies, that of crime prevention is undoubtedly the most important.

We believe that any law-enforcement agency which has sufficient manpower should maintain a juvenile bureau, staffed with men and women carefully selected for their fitness for dealing with juvenile problems.

The absence of a juvenile crime control unit in any large department is not keeping abreast of the times.

Juvenile bureaus in police departments or a crime-prevention bureau—a juvenile bureau in a police department is organized for the purpose of dealing with juveniles and their problems. It should be called a crime-prevention bureau. A crime-prevention bureau cannot function properly without the cooperation of every man in the police department.

In this connection it is well to have a card system. This is a report by an officer on the street to the crime-prevention bureau of any complaints concerning juveniles that come to his attention during his tour of duty. The cards may be the usual size, 4 by 6 inches, with a place on the front for the name, address, age, and school of the juvenile, and also a place for the complainant's name and address.

On the back, the date, time, complaint, action taken, the associates, and the officers' names. If the complaint is of a minor nature, and the parents have been informed by the officer, then the crime-prevention bureau would simply file the card.

If, however, 4 or 5 complaints are turned in concerning the same individual, a checkup would be in order.

For example, if an officer observes a young boy or girl out late at night without some good explanation, he fills out the card and turns it over to the juvenile officers who, in turn, investigate and find out why the boy or girl was out late.

The CHAIRMAN. You refer to juvenile officers. You do not have specially trained juvenile officers, do you?

Chief IGOE. Yes, Senator. We have two full-time juvenile officers. One has been in the bureau over 10 years.

By the way, he is a grandfather, although he does not look it.

Another is a young man who has been in for a year. Both have been educated and both know the problems of juveniles because they are both fathers with families.

The CHAIRMAN. You do not have juvenile squads as in some other cities?

Chief IGOE. In other cities throughout this commonwealth?

The CHAIRMAN. No, throughout the country, some cities where they have special juvenile squads?

Chief IGOE. This is a special juvenile squad, sir. We have two men, that is all they do, deal with juveniles.

The CHAIRMAN. Is that so?

Chief IGOE. Yes, sir.

Mr. BEASER. For the Senator's benefit, you might explain how large a city Watertown is.

Chief IGOE. It is 40,000. It is on the outskirts of Boston. It joins Brighton here. We are about 6½ miles from here to the center of Watertown.

The first visit is to the home to find out what the parents have to say about the problem, because if the parents are on the ball, the police do not have much trouble with their children.

The next visit is to the schools, and in some cases the clergyman of the child's religious choice should be consulted in the overall effort to correct the wayward child. The importance of the full cooperation between parents, the clergy, the school authorities and the police cannot be stressed too much.

It is logical to expect that some results should be expected after an investigation of this kind. It is impossible to measure the good accomplished by investigations along this line. It may prevent some crime from being committed in the future.

The associates' names on the card are important. It gives the juvenile officer an idea of the type of person the offender is associating with. If the boys or girls are keeping bad company, then the juvenile officer may also inform the parents of this fact. Remember the old saying, "Tell me your company and I'll tell you what you are."

The police officer who works with juveniles should in the first place like children; he should be patient; he should be able to talk their language; he should have a sincere desire to help the young boy or girl in trouble. The juvenile officer must, by his friendly attitude, gain the confidence of the child.

Once this is accomplished, he can find out what the problem is and then he is in a better position to offer advice.

Every possible consideration is given to every child before bringing him or her to court. I think this is important. This action is taken

as a last resort and only after counsel with parents, clergy, and teachers and attendance officers.

With efficient truant officers or attendance officers on the job today, we do not have too great a problem in our schools with truancy, and our suspensions, expulsions, and withdrawals are few.

Now, I think that is a very important thing nowadays in the problem of juvenile delinquency, suspension, and withdrawals. I think we should keep the youngsters in school as long as possible.

We have been working on our delinquency problem for many years. With our department it is a full-time job for two trained juvenile officers.

Most children charged with delinquency are apprehended by the police. A few others are brought into the police station by angry or distraught parents, by relatives, or by neighbors.

Some are referred to the courts by schools, churches, social agencies, and the like.

But the major portion have their first contact with legal authority in the person of the policeman. This is an important meeting. It can leave a lasting impression on the youth, particularly if it is his first meeting with the law.

The CHAIRMAN. Chief Igoe, what is your relationship with the department of education, I mean the board of education, in your community?

Chief IGOE. We work very closely with the board of education. Our juvenile officers talk with them almost daily. We are very, very closely associated with them.

Our schools are in a very healthy condition. I am proud to say that the schools in Watertown are in a very healthy condition.

The CHAIRMAN. Do you exchange records?

Chief IGOE. Yes, and we keep in contact with the principals of the different schools. The attendance officers keep in close contact. We have two attendance officers. They keep in close contact with us, especially our juvenile forces.

The CHAIRMAN. As chief, do you know the children that have been in trouble?

Chief IGOE. Yes, indeed. After 35 years in police business there have been many children in trouble, and I am happy to say I have helped, and our department has helped, thousands of children, once they go down, to lift them up again. That is what a good police department is for, to lift up the children, do what you can to help them, get them over that hump.

Here, then, is where the trained juvenile officer works to a great advantage. A police officer who apprehends a child must know how to work with that child. He must know how to dispel his fears and put him at ease so that he will be cooperative and responsive.

The police should be more familiar than any other organized group with community conditions that might endanger the safety of young people.

That is where a good foot patrolman works at his best. Show me a good foot patrolman, a high type police officer in a congested area who talks with the children, who knows a condition, and I will show you a neighborhood free of juvenile delinquency.

The CHAIRMAN. And there are many of them that are dedicated to the service.

Chief IGOE. Yes. I am sorry to say with the mobile day and age, with the mobile units, we do not have throughout the country—in my travels, talking with the different police chiefs throughout the country—enough foot patrolmen on the streets, especially in congested areas. They can do great good. A good foot patrolman in the neighborhood can do a wonderful job with the children and they do.

Regular patrol and supervision of potentially harmful spots, such as parks, bus stations, dance halls, skating rinks, motion-picture houses, hotels, restaurants, and taverns, enable the police to help check promiscuous activities and protect young people from demoralizing influences.

The CHAIRMAN. What is the compensation of a patrolman in your community?

Chief IGOE. Our patrolmen now get \$3,660 plus the cost of living benefits which I believe at this moment are 10½ percent. So it is probably around \$4,000, which—I think we are fifth or sixth highest in the Commonwealth.

I am glad you brought that up, Mr. Chairman. I feel that the police in general are underpaid, not only here, but in many parts of the country, with the exception of Detroit, New York, and the west coast in California.

The CHAIRMAN. They are like Senators, but what can we do about it?

Chief IGOE. Well, we are trying to do something about it. In the course of their inspections—mind you, this is not only the juvenile officer, but other officers—the police may find young people working in undesirable places at too early an age, too late at night, and for too long hours.

By reporting violations of child labor and liquor control laws to the proper officials, and cooperating with them in the enforcement of these laws, the police can help protect young persons from being exploited for commercial gain.

Our juvenile officers keep in close contact with the clergy, schools, courts, and recreation groups and the parents of children. In all our talks at schools we try to impress on the children the importance of not becoming a first offender.

Now, that is important, I think, keeping in contact with the parents of the children.

Here is another thing. I have stressed it throughout the years and my juvenile officers have: We try to tell the children the importance of not being first offenders. If you recall some years ago, Sheriff Slavin of New Haven County, went around and had that jail on wheels. He was trying to impress the youth of the country not to be a first offender, so in all our talks at the schools where there are children and in all the talks to juvenile officers, we try to stress to the children the importance of not becoming a first offender, that is, not getting in trouble for the first time.

We try to point out to them that good citizenship starts in youth, and the boy or girl who commits some thoughtless act lives to regret his act when it is held against his otherwise spotless record in later life.

Superintendent Haley brought out how they try to teach good citizenship in the schools. I think we should start to teach the children

good citizenship the day they start school, from then on, and I think we would get better results, and so forth.

You recall that case in Youngstown, Ohio. Chief Allen was sued by some of the publishers of these magazines. They said he set himself up as an expert and there was no censoring of those trashy novels and papers and so forth.

He gave a talk before the International Police Chiefs on that and it is well worth reading.

The CHAIRMAN. I am glad you placed emphasis on first offenders because in my lifetime I have observed that once a person commits an offense, it is so much easier to commit the second offense.

Chief IGOE. That is it. Do not become a first offender; we have had that slogan for years.

Sheriff Slavin had one Albie Booth, a football player, in jail. He would go around talking to children throughout Connecticut and then he started to go throughout the country. I find that by trying to impress on the children not to become a first offender in some crime, if we could try to bring home to the young fellow he is not to become the first offender, I think it has good results.

The CHAIRMAN. Just like a lie. You tell one lie, then you have to tell others to support it.

Chief IGOE. That is right. We need more boys' clubs. School recreation centers. In Watertown we have a full 12-month program in our schools and park recreation department.

Some of the causes of juvenile delinquency can be traced to our present-day common media of expression, namely, the various arts, trashy novels, newspapers, radio, and television programs. Feminine pulchritude, obscene sex life, and crime are not only overplayed, but glorified.

We find that many of our books and entertainment programs devote 99 percent of their contents explaining how a crime was committed, and then hang a 1-percent moral tab at the end which is expected to compensate for the harmful content.

To combat juvenile delinquency we need more boys' clubs, booster clubs, PAL's, and school recreation centers. In Watertown we have a full 12-month program in our schools and park recreation department.

No one knows all the casual factors of juvenile delinquency. We believe that our problem today is one of parental delinquency. There is no greater deterrent to juvenile delinquency than a good, wholesome American home with parents that are willing to subjugate their own personal desires to the healthy growth of their children.

Being a good parent today is one of the biggest jobs in the world. In most cases it is the training that the child receives during its formative years that determines its personality and character throughout life.

We believe that there is a great need for a revival of the religious and moral aspects of life.

The CHAIRMAN. Read that again about the parent.

Chief IGOE. Being a good parent is one of the biggest jobs in the world.

The CHAIRMAN. The greatest responsibility a citizen has.

Chief IGOE. That is it. In most cases it is the training that the child receives during its formative years that determines its personality and character throughout life.

Now, I think right here is what we should all strive to do. We believe that there is a great need for the revival of the religious and moral aspects of life.

Now, yesterday, I was quite interested in listening to the different speakers about playgrounds and parks and so forth.

The CHAIRMAN. The Chair was interested, too.

Chief IGOE. I know you were.

The CHAIRMAN. You can be assured that the committee was not fooled by some of the testimony. I would like the press to make a note of that.

Chief IGOE. I would like to leave with the committee some of the activities the Watertown schools are doing. We have a report of the activities of the recreation department of Watertown public schools for the year 1953. I would like to leave some of those copies with the committee for the record. I think it is a wonderful program.

Even today we will have a thousand children at the Boston skating club here in Brighton. Our school department has engaged that for 12 weeks of this winter. We have had it for several years.

Between 2 and 5 there are from 800 to 1,000 children at the skating club under supervision. Twice a month we allow the parents to go there skating and there are 500 parents twice a month.

Those are the things that help prevent juvenile delinquency, I think.

Yesterday I also noted and listened as Dr. Haley mentioned the gymnasium opened in Boston schools. I was amazed to think that they closed about a quarter to 5. After a quarter of 5 there was not any supervision. Why should we not have supervision? Why should we not keep our schools open Saturdays and when schools are not in session, vacation periods, for boys to play basketball, get the youth off the streets?

We supervise our schools. We have 250 children playing basketball every Saturday in the schools. We have a little league, police and different organizations responsible, or the little league.

But you must be careful of those little league teams. Don't forget the minor leaguers. The fellow who can't make the American League. He goes home and is dependant.

So, therefore, I think in all these little leagues throughout the country we should have the class A, B, C, leagues also, to get all the children in on the act.

The Senator asked the question yesterday, were our rivers polluted. That Charles River is polluted. The State department of public health a few years ago condemned it.

Now, I want to take this opportunity to thank the metropolitan district commission for those splendid jobs they are doing, putting the swimming pools all along the river. We are about to have one in Watertown. There is \$170,000 allotted from the MDC for a new swimming pool.

Mr. BEASER. In your police work in Watertown, do you have any difficulty with teen-age girls or boys in liquor establishments?

Chief IGOE. Not too much, Mr. Counsel. Our sergeants make nightly inspections of all the liquor places.

Now, I brought a few of these inspection sheets with me. I will leave them with the committee. Also, we have a license department headed by a captain of our department. They also inspect the liquor places.

But nightly our sergeants inspect the liquor places. They inspect so many each night. So I brought one or two here. You see, the sergeant last night, he inspected—I have six here. If there are any young boys or girls we take their names, turn them over to the juvenile officer, or take them home, or take them to the station.

We get a boy or girl late at night. We bring them to the station headquarters and send for the parents. It works out very nicely. We have our troubles.

We only put 20 boys—I think it was 20 boys and 4 girls last year—in the court, but I don't believe we should put every child in the court for the first offense unless it is a serious misdemeanor or felony.

We don't try to set ourselves up as a kangaroo court. We like to do what we can with the child before we bring him to the court.

We work very closely with the court. I think the Commonwealth court is trying to do, I think the judge that is in the district is better suited to do the work in juvenile cases than a judge who does not know the problem of Cambridge, Boston, sitting. I think the local judge knows the problem better.

I am fully aware of the new legislative act where they are going to set up some new juvenile courts.

One thing in closing gentlemen: I think if the parents and a whole lot of us get back to the First Commandment and the children to the Fourth Commandment, this will be a better place to live and we will have less juvenile delinquency.

The CHAIRMAN. You are saying in effect, if we, the elders, abide by the Ten Commandments, the children will be all right.

Chief IGOE. I believe so.

The CHAIRMAN. Chief, it has been a very great privilege to have you here this morning. Your testimony has been refreshing to the point that you have made a great contribution to the record.

Chief IGOE. Thank you, sir. I might add that police departments throughout the country are very grateful to this committee for the splendid job they are doing. We know when your final report is in that it will be a great benefit to us in law enforcement and we will be able to go at this problem in a better way.

Thank you.

The CHAIRMAN. Thank you, Chief.

Mr. BEASER. Mr. Owen Gallagher and Mr. Francis Lane.

The CHAIRMAN. We welcome you here and thank you for your presence.

Will you, for the record, state your names, your addresses, and your occupations.

STATEMENT OF OWEN GALLAGHER, CHAIRMAN, BOSTON HOUSING AUTHORITY, ACCOMPANIED BY FRANCIS X. LANE, ADMINISTRATOR

Mr. GALLAGHER. My name is Owen Gallagher. My business address is 230 Congress Street. I am at present chairman of the Boston Housing Authority.

Mr. LANE. My name is Francis X. Lane. I am the administrator of the Boston Housing Authority. My home address is Bontage Road in Jamaica Plain. My business address is that of the Authority, 230 Congress Street, Boston.

The CHAIRMAN. Thank you, gentlemen.

Proceed in the manner of your own choice.

Mr. GALLAGHER. Thank you.

Mr. Chairman, I would like to make a brief statement which will take about 5 or 6 minutes, I hope.

Being a former State senator, myself, I restrict that promise by saying, I hope.

The CHAIRMAN. Did you learn in the State senate to love brevity?

Mr. GALLAGHER. I certainly did.

The CHAIRMAN. I did, too, when I went to the United States Senate I learned to despise extensive remarks.

Mr. GALLAGHER. And in the courts of the Commonwealth—I happen to be a lawyer—I also learned the value of brevity. I happen to have been informed this morning that you have a particular personal reason for wanting everybody to be brief. I want to assure you that Mr. Lane and I will cooperate.

I think that I can appreciate, from talking to your legal counsel, Mr. Beaser and Mr. Bobo, whom I have met, what the questions in your mind at the present time with respect to housing and its effect upon juvenile delinquency are.

I think you would like to know: Is there a problem of juvenile delinquency, what effect has the public housing upon that condition, if it exists, and, thirdly, what can be done about it and what is the Boston Housing Authority actually doing, or attempting to do, in order to ameliorate the condition of juvenile delinquency.

I just want to make these three points: The first witness who appeared before your committee referred specifically to one of our housing developments. It was referred to as the South End development.

The CHAIRMAN. Where would that be on the map?

Mr. GALLAGHER. It is immediately adjacent to the Cathedral Church in the South End.

Now, pictures, I have learned, tell a much more graphic and brief story than oral description of a condition. One of those pictures which Mr. Lane will indicate to you shows the condition of this particular location before this development was constructed. It was a bad location. Juvenile delinquency and crime in general in that section was rampant.

That particular location immediately adjacent to another location has received in the recent past a considerable amount of publicity in the Boston newspapers as having a row of liquor establishments which violated the law.

The CHAIRMAN. It was a slum area, was it not?

Mr. GALLAGHER. It was. You can see in that picture "Before." And, furthermore, that particular location, according to statistics had the highest rate of tuberculosis in the city of Boston. That particular area was cleared and this development which Mr. Lane will show you was constructed, called the South End project.

Mr. Lane, will you indicate to the chairman the South End Boys' Club?

The South End Boys' Club is practically within the project and that South End Boys' Club provides every kind of a hobby and recreational activity for young boys.

The CHAIRMAN. How is that maintained?

Mr. GALLAGHER. That was originally established by a donation of a philanthropist by the name of Hayden. He gave a considerable amount of money to Boston University and his name is well known in the city of Boston.

It is now run and operated, as I understand it, by the Salvation Army.

The CHAIRMAN. I learned in World War I that the Salvation Army is a pretty good outfit, too.

Mr. GALLAGHER. So did I. Also, across the street on Harrison Avenue is the South End Union House, which is maintained by a settlement organization, the name of which I cannot recall at the present time, and there all kinds of activities are provided for young boys and young girls.

Looking at these two pictures, Mr. Chairman, I just want to make this point, that that proves in my judgment, and mind you, I have only been on the Boston Housing Authority since 1951, and I am not a professional public housing protagonist by any means, I am doing my public duty and I am enforcing the law as it is.

I say that that one instance would convince me, and I think it would convince you, Mr. Chairman, that public housing not only does not contribute to juvenile delinquency, but it tends to improve the existing condition. It does not remove it, I would not be completely forthright with you if I said it did.

Of course it does not. Maybe public housing while tending to eliminate juvenile delinquency and eliminating slums, presents other problems to us. It does.

We have problem families. We have other things in connection with public housing which are very serious and which present two sides to be debated.

But in any event, since that particular project was mentioned, I contend that public housing improves and ameliorates the condition of juvenile delinquency.

Mr. BEASER. May I interrupt for a moment?

Mr. GALLAGHER. Certainly.

Mr. BEASER. I don't know whether you have been in the hearing room the last 2 days, or not. I want to correct a misapprehension you seem to be laboring under. I do not think I heard anyone attack public housing as a cause of juvenile delinquency.

Testimony has been presented, however, to the effect that because the public housing was so erected and so constructed that there were inadequate recreational facilities built into the project and lack of recreational supervision later; it was not an attack on public housing in any sense.

The CHAIRMAN. Counsel is correct in that respect and the Chair is grateful to counsel for clearing the record.

There was no criticism here yesterday on public housing, as such.

Mr. GALLAGHER. I am very glad to hear that.

The CHAIRMAN. They said there was lack of recreational facilities.

Mr. GALLAGHER. I am glad to hear you say that because some people

who read the papers might read in them some interpretation that might be harmful to the enterprise in which I am now engaged.

That brings us to the second question of the recreational facilities. I am not going to belabor this matter, because I think everybody knows—

The CHAIRMAN. You know, if we could only keep our records straight, there would be no juvenile delinquency, but we get our records confused. It is this confusion in reporting that causes a lot of our frustration and delinquency, both adult and juveniles, as well.

Mr. GALLAGHER. That is right, sir; I agree.

With respect to the provision of recreational facilities, you know and I know, and anybody that is conversant with the situation knows, that every local housing authority, and I am referring particularly to my own authority, the Boston Housing Authority, is restricted by law and by superior supervisory policies in the provision of physical, but not only physical recreational facilities in providing money for face-to-face supervision of those activities.

I mean personnel. We cannot, for example, under the law or under the policy set down by the Federal authorities supply a recreational director for a playground or a play area to supervise the activities of the occupants of the development.

Now, I want to make this clear. With respect to that point there are two sides to be argued. As far as the Boston Housing Authority is concerned, we do not wish to be critical of anyone. We recognize that the question is arguable, but if legislation were enacted or the policy of the Federal authority were changed so that we could get money to provide further recreational physical facilities and also personnel, staff personnel, to supervise the activities on those recreational facilities, we would welcome such a change.

Mr. BEASER. Mr. Gallagher, for my own information and the information of the subcommittee, will you go into this just a little bit.

As I follow the steps, the Boston Housing Authority is a governmental agency, is it not?

Mr. GALLAGHER. Yes.

Mr. BEASER. Is it a State agency?

Mr. GALLAGHER. It is a separate legal corporation.

Mr. BEASER. That is responsible to whom? Is it headed up by the mayor?

Mr. GALLAGHER. No, it is constituted by five members, four of whom are appointed by the mayor, and approved by the Boston City Council. The fifth man is appointed by the chairman of the State housing board and he is to represent the interests of the State housing board.

Now, it is a separate corporate entity on its own.

Mr. BEASER. When a housing project is being developed, the plans are being made, how are they developed? By you, by the State agency, by the Federal Government?

Mr. GALLAGHER. Originally they have been developed by the local housing authority, that is us, Boston Housing Authority. Plans are made. Everything that we do in the way of planning a development must be approved by the PHA, Public Housing Authority.

Mr. BEASER. What I was trying to get at is from your testimony I gather that you, meaning the Boston Housing Authority, if in develop-

ing the plans saw fit to put in some recreational facilities, it is your impression that the Federal Government has a law or a rule which would say that they would not approve that housing project with those recreational facilities included.

Mr. GALLAGHER. They have the power and it has occurred.

Mr. BEASER. It has occurred?

Mr. GALLAGHER. It has occurred.

The CHAIRMAN. You are constituted under State legislation, are you not?

Mr. GALLAGHER. That is correct.

Mr. BEASER. In other words, you have proposed to the Boston Housing Authority that the recreational facilities be built in some of these projects and the Federal Housing Authority has denied that application?

Mr. GALLAGHER. There have been such instances; yes.

Mr. BEASER. Do you know whether they make that decision based on statute or on rule?

Mr. GALLAGHER. By virtue of a manual. It is a policy which they are enabled to put into effect by law. Their specific policy is not an enactment.

Mr. BEASER. It is not a congressional enactment?

Mr. GALLAGHER. No, sir.

Mr. BEASER. It is a general situation ruling.

Mr. GALLAGHER. It is a provision of their manual which under the law they are empowered to promulgate and enforce.

Mr. BEASER. Does that also bind you insofar as converting, say, one of these apartment dwellings and making a recreational facility out of it after you have the facility built?

Mr. GALLAGHER. The PHA has the power to negate such a proposition.

Mr. BEASER. Have they done so?

Mr. GALLAGHER. Let me say as far as individual recreational facilities are concerned on federally aided developments, we don't have much difficulty. Generally speaking, our Federal developments have inside recreational facilities.

By that I mean assembly hall, a recreation room, or a meeting room where they can have their dances or their dinners or their parties, or in some cases, their basketball games when they are so equipped.

So that on inside facilities as a matter of actual experience we don't have much difficulty.

Mr. BEASER. But in a large housing project would that rule that that recreation room is to be of sufficient size to take care of the recreation needs of all the children that you have there or is it fairly small?

Mr. GALLAGHER. Would you let Mr. Lane when his turn comes develop that thing? He is the man on whom I depend for all our factual situations. He is the career man. He has been on the Boston Housing Authority for almost 16 years.

May I go on to one more point. I have heard talk about special police for the protection of the tenants and for the prevention of destruction of property by juveniles on the projects.

Let me say that the present status of that problem as far as the Boston Housing Authority is concerned is as follows:

We sent to Police Commissioner Sullivan after a conference, a letter in which we proposed to him his cooperation in setting up an authority police force as follows:

1. The candidates for these positions would be chosen from the established civil-service list for patrolmen if they will accept.

2. An examination of character fitness for the position would be made by your department.

3. The compensation for such patrolmen will be the starting pay for regular police, or \$3,540 annually.

4. The candidates will be employed by this authority until they are accepted for appointment to your department.

If for some reason your department will not accept any candidate for appointment in the regular order employment with this authority also terminates.

5. Those accepted for employment by this authority can join the city-State pension system for which employees of this authority are eligible.

6. Vacancies will be filled by repetition of the original procedure.

7. Your department will give those appointed such training and police duties as you deem advisable.

8. The men will be sworn by you as authority police officers with all necessary power of arrest on properties under authority jurisdiction.

9. The force will be uniformed and equipped with service revolver and stick at authority expense.

10. Firearms permits will be approved by you.

11. The type of uniform, cap device, and badge design will be approved by you with a shoulder patch designating the wearer as authority police. There will be complete cooperation between your department and the authority police although the authority police will be under its own direction.

Commissioner Sullivan, not to read his letter, because it is rather lengthy, substantially approved our proposition and on approval by the police commissioner we sent a communication to the PHA field office in New York requesting their approval.

After verbal conference with the acting director, Mr. Herman Hillman, we feel very confident that this whole scheme is going to be approved and in a short time we will have special police who will do special police work and have for their particular jurisdiction the control of the very thing that we are talking about, juvenile delinquency.

MR. BEASER. On that point one thing strikes me. Is it the Federal Housing Authority you sent this to, Mr. Hillman?

MR. GALLAGHER. Yes, sir.

MR. BEASER. You mean the Federal Housing Authority will approve the expenditure of funds for police, but not for recreation workers?

MR. GALLAGHER. That is the present situation.

Well, I am not keeping my promise, Mr. Chairman, and I wish to conclude by referring to something that I heard that came from you the other day when I was coming in town. I turned on my automobile radio and the commentator was stating that you had just arrived in town last night and that you had issued a statement and that you said that juvenile delinquency could be attributed to an

apathy on the part of parents and also on the part of certain vested interests who were more interested or concerned with the pursuit of the almighty dollar than they were with the welfare of children.

I want to say that if you said it, I agree with you wholeheartedly. You can depend on the Boston Housing Authority, if those are your principles——

The CHAIRMAN. I made that statement as the father of 5 children and the grandfather of 10 grandchildren.

Mr. GALLAGHER. Of course, how to accomplish that end is the \$64 question.

If you gentlemen can work it out and if you will give me an opportunity to read your report when it is prepared, I will appreciate it very much and you can depend upon the wholehearted cooperation of the Boston Housing Authority.

The CHAIRMAN. I hope that report, Mr. Gallagher, will justify the splendid evidence we have had here in Boston. I will not say it was all good, but most of it has been.

Mr. BEASER. Mr. Gallagher, you stated that Mr. Lane would answer the technical questions. Does he have a statement?

Mr. LANE. I have a statement, Mr. Beaser. It is not written, but I think I have in mind what you folks want to know in view of what has happenend, and I will try to cover every point. If I don't, why, then, of course, I can answer your questions.

The CHAIRMAN. You proceed in your own manner, Mr. Lane.

Mr. LANE. Of course, I am very happy that the authority has chosen me to come here and represent it. Of course, we know what your committee is trying to do, as Mr. Gallagher has pointed out, and that what you do will help us.

It gives us an opportunity to clear up any misconceptions about our operation and to say something about this subject of juvenile delinquency, though very troublesome, and it is apparently on the increase, but it is fantastically exaggerated.

The action of a very small percentage of youngsters is casting a shadow——

The CHAIRMAN. There has been too much sensationalism about this.

Mr. LANE. It is casting a shadow over the very great majority and obscuring the facts about the good children.

First, let me say, and I must say this in justice to our organization and to the people who live with us, that I have unbounded faith in the integrity of the great bulk of the tenants of the housing authority and the job they are doing to bring up their children, sometimes under very trying circumstances, the circumstances of the lack of money.

I have just as much faith in the children. The good children and their good deeds are numberless and unsung, but I will tell you something about that.

First, let me tell you about the program of this authority so that you will get the proper perspective and you will see the scope of our operations, something about our physical holdings and the administrative job that must go with it.

Chief Igoe just appeared before you and he told you he was chief of police in a town where there are 40,000 residents. Now, as Mr. Gallagher pointed out to you, we are a separate entity set up under

Massachusetts law with the 5 members, 4 being appointed by the mayor and confirmed by the council and the fifth one by the chairman of the State housing board.

We have five members now. We have Mr. Gallagher, that is Mr. Owen H. Gallagher, chairman; John Carroll, vice chairman; Frederick Cronin, secretary-treasurer; James J. Mahar, assistant treasurer; Cornelius T. Kiley, member; all reputable citizens of this city.

Right at this minute this authority is operating developments under different programs not all federally aided, six different programs as a matter of fact, we are working on now.

But we are operating developments in 38 locations in the city, varying from a small 5-house development with 10 families, to a project housing 1,149 families with about forty-five or forty-six hundred residents.

We are building at the moment four others and we have one on the planning board.

When we wind up with our program which we think will be shortly after the end of this year, wind up the building part of the program, we will have 43 developments from the small one of 5 two-family houses, to a big federally aided development of 1,500 four-family houses.

It is expected that the population of those 15,000 units will approximate 65,000 people.

The CHAIRMAN. How many units?

Mr. LANE. 15,645 will be our total program by the end of the year. There will be about 65,000 residents in those developments.

When that happens we will have as tenants of ours more people than there are in, I think it is, 26 of the 39 cities in the Commonwealth.

There will only be 13 cities that will have a population greater than what we will have in our developments.

Now, even though we do have that number of tenants and that number of people living with us, we are still a relatively small proportion of the total population of the city of Boston and of the total number of dwelling units in the city of Boston.

We will be a little less than 8 percent even though we will have that many people with us. Right now we are operating developments with about 12,300 families living with us, at the moment.

A recent population breakdown of our operation on 12,110 families showed that we had a population of a little over 50,000 within that 12,110 families. A little over half of that population, 26,000, was minors, children under 21 years old.

It is a very interesting thing to note that in that population that we have living with us, are 1,197 families with no father living with the family. That is quite important. There was much said about that in connection with juvenile delinquency, but we do have that condition.

We have those people. That is our job to do, to help those people. We welcome them. We will take more.

I will develop that a little further as we go along.

The CHAIRMAN. You understand, of course, Mr. Lane, that we are not here to be critical of tenants or housing authorities.

Mr. LANE. Yes; but I don't think there is the proper perspective of the whole situation. That is what I want to try to develop here.

We are the landlord that welcomes children; that is our job, but it does bring problems. Children, as we all know, have a youthful

ebullience of spirit or vitality, elan, or whatever you call it. It is very provoking, it is very costly, but I am not sure that it makes delinquents out of them for all of the things they do. Many people make a direct connection between recreation and juvenile delinquency.

Well, I am not sure that I agree with them. The concept that minors must be fully occupied for all of their waking hours and that this is a community responsibility is a dangerous one. I daresay that there are more community facilities now than there was at the turn of the century, yet the problem has increased greatly.

Now, on this subject of what recreation will do to help prevent juvenile delinquency—

Mr. BEASER. May I interrupt you just a second?

I did not quite understand. Has it been a policy of the Boston Housing Authority to foster recreational activities?

Mr. LANE. No. I will develop that, sir. I have it all here. I will develop the whole thing and tell you exactly what is going on, but I want to point this out in connection with that and recreation.

Here is an article from the Boston Post, dated January 14, 1954, a couple of weeks ago. It is headed up "Arena vandalism is a serious problem" under the byline of Doc Mooney:

Plans to improve dressing-room facilities at the arena have been abandoned temporarily because of vandalism according to Clark Hotter, arena manager. The Boston arena authority has been dismayed at the amount of destruction wrought by hockey players this winter. The State-owned arena was purchased in order to save school hockey, but many of the schoolboys have been abusing the privilege. Doors and fixtures have been ruined. The State cannot afford to have a police officer at each dressing room. We had planned to renovate the antiquated dressing rooms and install modern showers, but if the boys continue to destroy their own property, it would be foolhardy to give them more expensive things to damage.

It goes on in that connection.

Here are other clippings about other cities. Here is a case quoted January 26 from the Boston Globe about a situation out in Detroit surrounding recreation, the thing that is going to cure delinquency, and here are these things going on in connection with recreation:

Chicago schools may ban games to halt violence.

So the mere provision of recreational facilities is not the answer to this problem.

The CHAIRMAN. What is the answer, Mr. Lane?

Mr. LANE. If I knew that, Senator Hendrickson, I am sure I would be much in demand. I am sure I don't, sir. I will go along a little bit on that.

The CHAIRMAN. You have an opinion, I am sure.

Mr. LANE. I say to you gentlemen that all the community facilities that you can build will never take the place of the job that must be done in the home. That has been reiterated time and time again, but even though it is trite, it has to be reiterated; that is the job of teaching the Decalog, the Ten Commandments, and innate goodness that comes from respect of God, one's self, your neighbor, and property.

Your child must be inculcated with inner spiritual feeling and fortitude upon which he will automatically call when a decision has to be made.

Let me not be misunderstood. I do not in any way deprecate recreation. That I do not do. I only reiterate that it is secondary.

The CHAIRMAN. How about adult behavior?

Mr. LANE. I have that here, too. I have tried to anticipate all of these things because your Mr. Bobo was here, and talked to us and we had some idea of what you were looking for.

Mr. BEASER. Will you also go into the number of recreational programs?

Mr. LANE. I am going to tell you what we have for facilities. How they are being used. I am going to tell you about the good children with us, not the bad ones. That has been accentuated too much. Let me get the fact straight on the record about what we can do.

First, as to the physical facilities, and, second, as to the supervision. Under the Federal-aid development we are allowed to build physical facilities. That is an administrative ruling of the United States Housing Authority and its successors—

Mr. BEASER. You mean you are not?

Mr. LANE. We are allowed to build physical facilities.

The CHAIRMAN. But not to provide supervision?

Mr. LANE. Yes, I will follow that. First let us talk about the physical facilities. We are allowed to build them. We have low-rent bulletin No. 25 which tells about indoor tenant activities. We have low-rent housing manual 207.1, which tells about play and recreation areas.

Mr. BEASER. In other words, in the planning of a unit, if you provide in the space for a recreational unit the Federal Housing Authority would approve it; is that it?

Mr. LANE. In most instances; yes. I will develop the exact situation, Mr. Beaser, so that you will know it.

We are allowed indoor recreation facilities and almost without exception, almost without exception, we have them up to the standards allowed and they have been provided. They were not provided in the federally aided development that Mr. Gallagher spoke about in the South End today and it was planned that way. We did not provide them because in the very confines of the area was the boys' club that he spoke about that could provide more facilities than we could provide.

There was no point in duplication. Another situation, the South End Union across the street operated by the South End House, a boys' settlement house, also available to our people and within 200 yards of a municipal building where programs of the park and recreation department are carried on.

So there is absolutely no need to duplicate those things. That is so far as the indoor facilities are concerned and we do have big recreational halls. We have craft rooms. We have small recreation halls. We have programs going on in those that I will tell you about.

Now, let us get to outside space. Outside space is a more difficult problem. We have been able to get all of the outside space that we want even up to the standards that are allowable and that is because administratively the Federal Government has to put some top on what can be spent and in some cases because the amount of money has been so great we have not gotten all of the outdoor facilities that we would like. We do pretty generally get enough of outdoor activity to take care of the preschool tots. We have the tot areas in every development adequate for our purposes.

We have these adequate in practically every instance and I can actually show you photographs of every development and point these things out to you.

This is not a matter of conjecture. This is facts, sir.

The CHAIRMAN. Mr. Lane, the Chair interprets your testimony as taking issue with some of the testimony we had yesterday.

Mr. LANE. I do, sir. I want to get it quite clear.

The CHAIRMAN. We want the record to be clear.

Mr. LANE. We do not have as much of the big playfield area that it would be desirable to have. The whole concept of the relationship between the Federal Government in the case of the PHA-aided developments and between the State government and the city-aided developments, is one that the chief job for those areas to do is to help with the housing—the provision of all local services whether they be fire departments, police departments, schools, health, recreation, is the responsibility of the community, and I think most of our authority will not quarrel with the soundness of the Federal Government's approach to that.

Now we will be glad to take all the facilities we can get and we will be glad to take all the budget that will be approved, but there must be a point made for the supervisory agencies.

We are not ready to blame somebody else. These developments are local developments. They are conceived locally. They are planned locally. They are built locally. They are operated locally, and we have the help of the Federal and the State governments by annual contribution or subsidies to help us with our program.

Now, let us get back to the covering of the facilities that we have in the Federal developments. In the Federal developments it is a policy of the Federal Government, and I think perhaps the best thing for me is to read you here from rent housing manual 41.4, "Purposes for which management funds may not be used":

Management funds shall not be used for employment of personnel either part or full time as leaders, teachers, home counselors, caseworkers, or other personnel conducting tenant activity programs.

It is quite clear. We don't quarrel with that either. We would like to get some more of them, but we think it is fundamentally sound that some of these things are our local responsibility and you cannot say that because you take a group of people out of one location and happen to put them in another location with a public landlord that if they live here it is the responsibility of the city and if they move in here that it is not.

The CHAIRMAN. The Chair agrees with you. One of our greatest assets in the Nation is local government.

Mr. LANE. Now, in the case of the State-aided developments which are addressed to veterans and veterans only, there is absolutely no provision for either the erection of facilities or for the supervision of facilities after they are once erected.

Mr. BEASER. You mean by statute, by money.

Mr. LANE. There is no provision in either law where recreation facilities are mentioned at all. In every case it is administrative ruling. In the case of the Federal Government, administratively they have ruled that they will make facilities available to you to the extent that they can.

In the State-aided program the ruling has been made that absolutely no facilities can be provided and in one instance, where we converted a delayed federally aided development into a State-aided development we were required to cut the second story off of an administration building and that is where we had planned to have recreational facilities.

That was done, I believe, on an interpretation of the office of the attorney general.

The CHAIRMAN. Attorney General of the Commonwealth?

Mr. LANE. That is right, and strangely enough, the man who was obliged to carry out that provision, I think is one of the finest workers for boys that I know of, and it must have pained him to do that, but that was the ruling.

The CHAIRMAN. Legal minds work mysteriously their wonders to perform.

Mr. LANE. The authority, through one of its members, now has a bill pending before our legislature in which the provision of recreational facilities will be mandatory under the law.

We are hopeful that it will pass.

Mr. BEASER. Would you have any comments to make with respect to the amendment of the Federal law making it mandatory with respect to Federal buildings?

Mr. LANE. Your question is, Shall we have an amendment to the housing authority to the United States Housing Act, to make that mandatory?

It would save a lot of trouble if it was mandatory, and I am sure that the man who administers it, nor Mr. Cole, would be glad to have that, but I think administratively it can be done now.

They are doing it. I think we can do a little more of it.

Now, we have a small amount of money available to help us out in this recreation program. We have, for instance, on our payroll and chargeable to Federal developments, what we call a chief of community activities. Now, this chief of community activities is allowed not to give face-to-face supervision, but to work with the several housing managers in organizing self-help groups among the tenants. That is done with the managers and with this chief of community activities. It is done with varying degrees of success. It is carried on in all of the developments.

Now let me tell you about some of those activities that take place. I have here a communication from supervisory management on city-wide schedule on community activities in all developments. Here is a low-rent development in the Charlestown district. I won't read you all of these, but it will give you some idea.

The CHAIRMAN. That is down along the river?

Mr. LANE. No, that is north of Boston, where you see Charlestown, under the figure of 118 and 12. This is 1,149 families over there.

We have a play school over there that is carried on by a tenant group. They call themselves the Bunker Hill Recreation Committee. It is built in the shadow of Bunker Hill. It meets Mondays and Fridays from 9 to 11:30 a. m., and in that activity we have 38 children of preschool age. It is very successful.

We have a Brownie group over there that meets every Monday between 3:30 and 5. There are 35 youngsters in that.

We have a Boy Scout troop, No. 8, that meets every Monday night from 7 to 9. Thirty boys.

Girl Scouts, Tuesdays, 6:30 to 8, 100 girls.

Civil defense meetings every Tuesday, 8 to 11, 50 to 100 adults.

We have a teen-age dance every Wednesday night from 7 to 9:30.

Mr. BEASER. I wonder whether you could not leave this with the committee so that the committee could examine that?

Mr. LANE. I will be glad to furnish copies to the staff of a lot of this material.

Teen-age dances every Wednesday night from 7 to 9:30, with 250 children.

Recreation meetings of the adults every Thursday from 8:30 to 9:30 p. m., with about 60 adults.

Cub Scouts every Thursday, 6:30 to 8:30; 40 boys.

Boy Scout Troop No. 7 every Friday, 7 to 9:30; 35 boys.

Explorers and Sea Scouts, every Saturday from 7:30 to 10 p. m., 40 boys.

Mr. BEASER. Rather than going on with that, Mr. Lane, I wonder if you would not leave it with us.

Mr. LANE. The point I want to bring out is that hundreds and hundreds of children are being served with recreation in these developments now, contrary to the opinions that have been left you by others. These are the facts, sir. These can be verified. We will be happy to leave you a complete story on it.

Mr. BEASER. Thank you.

Mr. LANE. We are very sorry to say that fathers do not cooperate so much as mothers do.

The CHAIRMAN. Mr. Lane, I am sorry I had to leave the Chair for a moment. I am very much interested in these activities.

Are they under the supervision of your housing units? I mean not control, but supervision?

Mr. LANE. They are under the supervision generally of the parents' groups or parents clubs of people who live in the development. Some of the activities at certain times are under the sponsorship of the Boston Park Department.

They carry on a very substantial program. They have been very helpful to us. They come into practically every one of our low-rent developments in the summer and give us full-time people at their expense to help out at that program.

The CHAIRMAN. How do you account for the testimony we had here yesterday afternoon? Did you hear that testimony?

Mr. LANE. I have been in my own office. I have only read what I have seen in the paper. These are the facts readily certified, sir. The park department has been very, very helpful to us.

Now, I would like to tell you—you have heard a lot of things about these youngsters that live in the developments. You have heard about the juvenile delinquents, but you have not heard much about the good things that the youngsters do, if I might find my paper here.

The CHAIRMAN. That is one of our faults. We talk about the bad things and not enough about the good things.

Mr. LANE. That is right. This is the first one. I will read you a few of them. Here is this development in Charlestown. Nobody has said that over there is about the most recent group of our young

men who have entered seminaries to study to be priests; we have five of them in there now. We have another boy who is now going over and he is an ordained priest, he has gone over to Rome for further study.

We have any number of young girls that are entering convents. We have college students living with us. Seven of the college students are attending colleges or universities on scholarships.

Three of them are going to be doctors. We have nurses in training living with us. We have registered nurses living with us over there.

We have any number of veterans that have been decorated for outstanding service. We have in another development here one of our youngsters won the Ford scholarship as an outstanding student, a youngster of one of its employees. She is now attending college in Maryland.

Another one who has won a scholarship, a girl who has won a scholarship to a local college.

We have had the winner of the spelling bee conducted by one of our newspapers in that development.

We really have in this development terrific athletes, 4 boys who are on the basketball team of Mission High School who won the tournament. Two boys are picked on the Catholic annual scholastic team in football.

Mr. BEASER. That is the paper you are leaving with us?

Mr. LANE. Yes. Here is another one, in the heart of the area where most of the Negro people live, one of our boys, winner of the high-pole vault record. Another boy winner of the Sullivan award for oratory at Latin High School, the winner of a scholarship to Boston University.

I could go on for an hour telling you about the good things of those wonderful children that have lived here and who have benefited by this good program as opposed to this overexaggerated situation that you have where we have a few children that are problems, and they are problems, there is no question about that at all.

Now, vandalism, we have vandalism, we have lots of it. Vandalism for glass alone last year for the year ending November 30, cost us about \$25,000. We had additional vandalism, possibly it would run up to \$5,000, costing us \$40,000.

Now, this vandalism is just an unexplainable thing. I don't agree that this foolish vandalism business makes a child a delinquent. We have to find some way to stop them. One of the ways to do it is to make it difficult for them and the second thing is to come along with the special police force that we have.

Now, Mr. Beaser made the point, do you mean to say that the Federal Government will approve money for special police and then not approve it for recreational aid? That is not quite as bad as it seems.

What this amounts to is that the Federal Government says to you, "You get as much police protection as every other homeowner of property in Boston," and, of course, we do. We get extra good police protection.

The police department is really marvelous. They do a good job. They help us almost above and beyond the scope of their duty. They are very helpful to us but despite that, we do get these things that cost money.

Now, we feel that by getting these extra police we can cut down on this expenditure that we have and some of that expenditure will be cut out and will be transferred to another purpose; in addition to that it cut out a lot of the roudyism you are bound to find among the youngsters, and it will give the people more peace of mind to feel that we have somebody watching out for them and for their well-being.

Another thing you might be interested to know is that with the cooperation of the Boston Edison Co., the local lighting utility company, we are having a survey made of the adequacy of the lighting in all of our developments to see if that needs to be improved to help out on the situation.

The authority has all the problems that go with being a landlord of 1,200 families with 250,000 population.

We have all those problems. We probably have them a little bit more accentuated because of the fact that our groups are down in a lower-income group. To build all of the recreational facilities that everybody wants is a hard job. To maintain them and to give service costs a lot of money.

If there was more money available, of course, more could be done.

The CHAIRMAN. Before you leave the subject of vandalism, it has been proposed before this subcommittee a number of times that we have adequate legislation to make parents responsible financially for the destruction of property. What have you to say on that score?

Mr. LANE. I think we should be fairly careful on that.

Actually, of the total amount of vandalism that is caused, most of it you just don't know who does it. When we have broken glass, for instance, in one of our developments, if we can find out who does it we make them pay for it, sir. We make them responsible if we can find that out.

The CHAIRMAN. You have adequate local law to accomplish that, do you?

Mr. LANE. To make parents responsible for the paying of that might make their problem of dealing with a problem child worse. It might make it much worse. It has to be thought over very carefully. Nobody has enough money. The city does not, the State does not, the Federal Government does not have enough money.

The accent everywhere is on saving. Take the wonderful endeavor we have here, United Community Services. They have a hard time every year collecting their full quota. They want to give more recreational facilities, but they have not got the money to do it.

The job we have done is not perfect. In retrospect, Monday morning quarterbacking, perhaps we should have done something a little bit differently. We try to profit by our mistakes, but the one dominant thought in my mind, and I must reiterate it, money will not do this job. It is not a job that money will do and more facilities won't do it, either. All of the money that we can appropriate or get anywhere will be worthless if there is not a spiritual awakening, awareness of moral principles and the observance of them, first by the adults and by that example transmit it to the young.

That must be done first.

Secondly, there must be stern discipline of the offenders. If we can get more recreation we must get it. Just parenthetically, before I

started here this morning, I listened to the news and immediately after that came on some singers, the radio was still going. The first one was a fine sounding cowboy quartette, the melody was fine. But they were singing about a hot female that they wanted to brand them with her kisses.

The next song was a splendid high-voiced female and she was singing a song and she was asking that she should be kept broke, "Keep me broke, keep me bare, but keep me starry eyed."

We are talking about our children. Our children are the reflection of ourselves. That kind of drivel being droned into their ears on the radio, and they are getting it on television, they are getting it in literature. If there are juvenile delinquents it is because there are adult delinquents.

We need to do the job ourselves and stop blaming the children and blaming other people and different groups, blaming other groups, blaming the Federal Government.

We don't blame anybody. We will stand up and defend our own program. It is a good program. We will say that the police department has been wonderful, they have helped us. We will say that the park department has been wonderful, they have helped us. We will say that the youth services board is attempting to give us good services and they are going to get some statistics that will be helpful for us but all these statistics don't mean a thing.

It is a spiritual awakening, a moral rearmament, and without that folks are lost.

I can go on talking for an hour if you want me to, but I think I have tried to point out the general proposition and I will be glad to answer any questions that may be more helpful to you.

The CHAIRMAN. Mr. Lane, you have been very helpful. You have come before this subcommittee this morning and given us a message that we needed. We will read your statement as we go into the difficult task of preparing a report to the Senate of the United States.

Your statement has been of great interest I am sure, and I speak for the full subcommittee when I say that.

Mr. LANE. Thank you.

The CHAIRMAN. We are also grateful to Mr. Gallagher for his statement this morning.

Mr. BEASER. Commissioner Thomas Sullivan, please.

The CHAIRMAN. Mr. Sullivan, thank you for your appearance this morning. We are grateful to you.

Mr. SULLIVAN. Gentlemen, I am glad to see you.

The CHAIRMAN. Commissioner, your testimony this morning may involve personalities; I am correct?

Mr. SULLIVAN. I hope not.

The CHAIRMAN. Will it deal or treat with specific facts?

Mr. SULLIVAN. It certainly will deal with facts and opinions.

The CHAIRMAN. I think we had better have you sworn, then.

Commissioner, do you swear that the evidence you are about to give before this subcommittee of the United States Senate will be the truth, the whole truth, and nothing but the truth, so help you God.

Mr. SULLIVAN. So help me God.

The CHAIRMAN. All right, Counsel.

**TESTIMONY OF THOMAS SULLIVAN, COMMISSIONER OF POLICE,
BOSTON, MASS.**

Mr. BEASER. Commissioner, have you a prepared statement?

Commissioner SULLIVAN. I have a few notes, not in proper sequence.

The CHAIRMAN. You proceed in your own manner.

Commissioner SULLIVAN. Trying to follow your procedure there, I want to say that the Boston Police Department welcomes to Boston this committee and its staff. I think your staff will, if they have not already, tell you that we have been very happy to cooperate in every way in furnishing them with any information that they consider of value to them.

I understand that it is customary to give so-called background. I don't like that word. They didn't have that over in my community when I was growing up, but to keep up to the times I will say that I was born in this city 75 years ago and I am still living in that same locality.

I was married 41 years ago and I am still paying rent in the same house.

I am not much of a real-estate operator.

The CHAIRMAN. You are a real-estate supporter.

Commissioner SULLIVAN. I went to the public schools of this city, including the Boston English High School, which is the oldest high school in America. I graduated from there in 1895 and was headed for the Massachusetts Institute of Technology where I passed the entrance examinations, but economic conditions in the family compelled me to go to work, but I did take up some night studies along the lines that I was interested in, namely, engineering. I was employed for about 20 years with the Street Railway Co. at the close of the Spanish War, in which I served as a private, with the then Boston Elevated Railway Co., which covered over 500 miles of street railways in Boston, and the 15 suburban communities.

Starting in as a rodman, I went up the ladder step by step over the years and was finally made the head of my department where at times we had as much as eight to ten thousand men employed because pay was small and help was available and we had lots of money in rail-roading to spend and the maintenance-of-way department was given the money to extend its system there.

I remember some fellow from the outside tried to come in here; they shut him off by building tracks out in that locality.

In 1918, almost at the close of World War I, I was invited by the then mayor of Boston, who I did not know, the Honorable Andrew J. Peters, to become commissioner of public works and city engineering.

I served in that capacity for 4 years under Mr. Peters.

Shortly after I had entered that position the legislature in its wisdom closed up the transit department and turned it over to a board consisting of the mayor, the city treasurer, and the commissioner of public works, being a construction body that meant that the bulk of the work was left to the commissioner of public works.

During that time I also served as a member of the various boards set up by the mayor that affected city projects there. One of them was an examination of the outskirts of the community to see where we

could establish an airport. I will have to plead guilty to being the fellow that selected that site.

I also made a study for the Sumner Tunnel and in after years was chairman of the transit department to which I was promoted by another chief executive.

I had charge of the construction of that tunnel with many other subways and tunnels. In many of these cases I did the work with day labor forces, rather an unusual procedure, but eventually it was found to save the city—

The CHAIRMAN. From this background you never have had time to be a juvenile delinquent?

Commissioner SULLIVAN. I think I was like all kids, but I tell you, Senator, now that you have interrupted me on that, when it came 6 o'clock at night and my father, who was a bricklayer, came home from his 10-hour job, when he was working, and he looked around the kitchen and that is where we had our dining room in those days, and any member of the family who was missing, there was a prompt explanation from my mother as to why they were not sent to the store for a can of milk, it was in those days instead of a bottle of milk. That did not happen the next night. They knew where my sister was if she had occasion to go out to any little entertainment in the evening. She was home before 9 o'clock.

To get back to my work there, I know you want to know how I ever got connected with the police department. I sometimes wonder about that myself. I served 20 years as chairman of the transit department and then I went in World War II in charge of the Office of Procurement in the New England area, the First Corps. They finally caught up with my age in the service and about that time Governor Saltonstall was having some trouble with procuring oil for the residents of this community.

It was a problem and he borrowed me from the then mayor of Boston, Mayor I. S. Tobin, to act as fuel conservator for the Commonwealth of Massachusetts, without any additional compensation.

I also acted at one time as chairman of the aeronautics board when the chairman of that board left there and continued in that position until he insisted on my taking this position as commissioner at the expiration of the term of my predecessor. That was November 26, 1943, and I have therefore just finished my tenth year with the police department.

During my time as chairman of the transit commission, also, I was placed temporarily as the head of other city departments because the city charter in those days did not permit temporary heads of departments except it was some department head who had been confirmed by civil service and in that way I was chairman of the traffic commission, I was acting fire commissioner for a period of 9 months; I have been in the National Guard from the Spanish War until just before the beginning of World War I.

I have had over my years of construction work—I do not say this in a boastful way—but I think more men directly under me than any man now living in New England.

I also had the personal selection of the greater number of those that worked under me. In addition to that, I was in charge of the Works Progress Administration here during the stormy days from 1933 to 1939.

I spent 6½ years with them, also without compensation.

I was supposed to get a dollar a year, but the Federal Government never paid me the dollar and they still owe me that \$6.50.

During that time we had approximately 47,000 to 50,000 employees in that group. I then came in contact for the first time with social workers. I had the idea that we would get in the construction industry where you are dealing with rough, tough people, that social workers all wore flat heels in those days and short hair and heavy glasses, and so forth, and frankly, I was mystified by the wonderful group of women and men that I found qualified along those lines.

And Boston was the home of social service work in the country.

During the days of WPA we set up projects to help out in this State the States out in the Far West where they never knew, where they never had occasion to have social workers who were competent to investigate relief cases and handle them properly and so forth.

So that I have a very high regard for the social workers. I am proud to be called upon to lecture or talk—strike out that word “lecture”—talk before the schools each year.

Now, one of the Senators, not you, Mr. Chairman, wanted to know who my boss was. I am appointed by the Governor of the Commonwealth for a 7-year period. I can be removed by him with the approval of a majority of the Governor's council after he has preferred charges against me and after a public hearing at which I would have the right to be represented by counsel.

And I make my annual report to the Governor each year.

It has been established by a long series of judicial decisions and learned opinions of the several attorneys general of the State that the authority of the commissioner to organize, regulate, and dispose of the personnel of the department is limited except in two specific instances. That is the increase in the number of men on the force, which is subject to the approval of the mayor, and also any increase in the pay of the members of the uniformed force in the department.

In time of great disorder, the mayor has the right under the statute to take over control of the police department, but there was only one attempt to do that in the seventy-odd years of the history of the department there as operating at present and that you are all familiar with and it only lasted a matter of a few months.

All the expenses of the department are paid by the city of Boston. Originally there was a board of three commissioners of police who in addition to running the police department had the issuance of liquor licenses and that in 1906 was broken up by the Governor and a single commissioner appointed to handle the police commission; and the licensing board as at present constituted was set up.

The CHAIRMAN. We have had some testimony here which involves juveniles in respect to your liquor-license procedure. What have you to say on that score? Do you approve the system you now operate under?

Commissioner SULLIVAN. Positively. I don't think there should ever be any connection between the police department and the issuance of liquor licenses.

The CHAIRMAN. You do not think they ought to have a specially trained man to police the regulations of the control board?

Commissioner SULLIVAN. I don't know anybody who can police their regulations any better than the officer on the beat. I want to

make it clear to you that Boston has more officers on the beat than any other city of anywhere near its size in the country, as a result of a study made here by Mr. Howard Whitman of *Colliers Magazine*. You will note the heading, "Here Comes the Cop," which tells the story about how Boston puts down street crime through the use of police officers on the beat.

The CHAIRMAN. Commissioner, have you ever seen the record compiled by the armed services here in this area?

Commissioner SULLIVAN. I generally see them from month to month. They have a special detail of men.

The CHAIRMAN. That is true.

Commissioner SULLIVAN. Who do nothing else but that.

The CHAIRMAN. Do you dispute those records?

Commissioner SULLIVAN. I don't dispute anything they say, but a large portion of their records deal with matters that the police have nothing to do with.

In other words, we are not sanitation experts to pass on whether latrines and similar places are properly taken care of in licensed premises.

That is a function under the law here of the health department of the city.

The CHAIRMAN. No; but if you saw a record where in 1 establishment there were 13 teen-age girls in 1 night, something ought to be done about it.

Commissioner SULLIVAN. Well, just a minute, Senator, what can you do about teen-age girls in these places? They have a right under the law to be there. The police can't put them out of there.

The CHAIRMAN. No; but the licensees have no right to sell them liquor, do they?

Commissioner SULLIVAN. That is true. That is a violation of the law if they sell them liquor, but they have a right to be in there. That is a serious handicap.

Now, if you want to stop teen-agers, keep them out of there, that is the way to handle that and we would love to have that done.

The CHAIRMAN. I am not here in the spirit of criticism.

Commissioner SULLIVAN. No; I understand that, Senator, and I want you to understand what we have to deal with here.

As you have well said, this is a government of law and we must set the example. Law-protection officers, too, religiously follow that idea.

The CHAIRMAN. That is our mission; we are trying to find the faults so that we can provide the remedies. We know it is a great problem.

Commissioner SULLIVAN. I understand thoroughly and the police department with its approximately two-hundred-and-some-odd men are with you 100 percent.

It might interest you to know that this department is made up of—out of the 2,842 officers there, 2,200 of them are fathers and they have approximately 5,000 children of their own. And naturally they are from day to day, as they traverse their beats, the most of them—and I repeat again that we have more beat officers than any community of anywhere near our size in America, and the statistics will show that.

That is a matter that somebody else has to pass on, whether you want to take that work away from the police department and turn it

over to, as I gather, a representative or a series of representatives of the licensing board.

The CHAIRMAN. I have no plan on the subject at all, Mr. Commissioner.

Commissioner SULLIVAN. That would be the only other solution, as I gathered it from your questions of Miss Driscoll this morning. When the question came up as to what her inspection force was she very truthfully, as she always is, said we have no inspection force.

Now, the State ABC does have a group of inspectors. I don't know how many. They go around. We hear from them sometimes, but I think in most cases they do business directly with the Boston Licensing Board, who ask us to look into a matter which we are always happy to do for them.

The CHAIRMAN. All right, you may proceed.

Commissioner SULLIVAN. There are 2,865 members of the uniform force and detectives and so forth, and we have 16 divisions, 1 of them on the waterfront and another 1 in the downtown district, where there are no residents except those that are in the few hotels they have down in the districts there.

The CHAIRMAN. Do you have any problems on your waterfront like we have in the New York area?

Commissioner SULLIVAN. We never have had any of them here. One of the reasons is that New York, Philadelphia, and Baltimore have stolen most of our business away from us here.

Strange to say, the same ships coming into New York have 16 men on a hatch. When they come over to Boston, the same union here demands that they put 17 or 18 on, and the result is that we get no ships here. So we are relieved of that problem.

The CHAIRMAN. Certainly that is not a juvenile problem so we will forget about it.

Commissioner SULLIVAN. No. We have had only one or two instances where there has been any roughhousing, if you want to call it that.

Mr. BEASER. Mr. Chairman, may I ask the Commissioner a question?

The CHAIRMAN. Yes.

Mr. BEASER. Do you have any policewomen on your force?

Commissioner SULLIVAN. Yes; we have.

Mr. BEASER. How many do you have?

Commissioner SULLIVAN. Twelve at the present time. Two of them have just retired and we have not filled their places yet. There does not happen to be any eligible list under civil service.

Mr. BEASER. We heard some testimony this morning from Miss Driscoll about policewomen and how effective they can be. Are these policewomen patrolling the area around Essex Street and Washington Street where we have received reports that large numbers of teenage girls are in drinking places drinking?

Commissioner SULLIVAN. Yes; they have been doing that.

Mr. BEASER. Are they still doing it?

Commissioner SULLIVAN. They are still there and on the outskirts of the city, in the Roxbury district that you have heard so much about they have been out there since the murder of the rabbi a year ago.

Mr. BEASER. Are they in the Essex Street district?

Commissioner SULLIVAN. Yes.

Mr. BEASER. And in the Roxbury area?

Commissioner SULLIVAN. Yes.

Mr. BEASER. How many would you say would be in each area?

Commissioner SULLIVAN. Two in the station in Roxbury District 9 and 10, and the remainder in the downtown district.

Mr. BEASER. They have the job of going around and inspecting these places where teen-age girls are likely to be found?

Commissioner SULLIVAN. That is what their general duty is and they do that, I think, extremely effectively, sending home a lot of youngsters there before they have an opportunity to get into these places.

Mr. BEASER. That is the area, is it not, where all these reports are coming from, Essex Street and lower Washington Street?

Commissioner SULLIVAN. That is true, but their work is practically limited to young girls.

Mr. BEASER. That is what I meant. The reports indicate large numbers of teen-age girls in, somebody called them joints.

Commissioner SULLIVAN. Let us get it straightened out again. You cannot keep teen-age girls from going in these places under the law in Massachusetts.

As I said before, we would love to be able to do it.

The CHAIRMAN. You can keep them from drinking, though.

Commissioner SULLIVAN. Yes; that is true.

Mr. BEASER. The testimony, Commissioner, is that they are drinking.

Commissioner SULLIVAN. Well, Miss Driscoll says that in the cases that have come up before her board she is unable to get sufficient evidence. I think you have seen, your investigators have seen, the reports that we sent in about these places where there are various infractions of the law and sale of liquor to minors during the year 1953—68 cases were reported to the licensing board.

Fifty cases of immoral conduct; 48 cases of gambling. Nineteen cases of violations of the liquor law. Eleven cases, violations of the drug law. Eleven cases of assault and battery. One violation of the Lord's Day law, and conducting the premises in an improper manner, 13 cases.

Those are cases that have been submitted to Miss Driscoll's board and a hearing is granted by her board.

The officer making the complaint appears before the board and he is raked fore and aft by eminent counsel that these people have the faculty of being able to employ and very often he is on trial instead of the party they complain about.

Mr. BEASER. Commissioner, last year, 1953, of the 54 complaints on sales to minors that were made to the board—

Commissioner SULLIVAN. Sixty-eight.

Mr. BEASER. I am sorry, sir. I have 54. We have this record that has been introduced, the summary of 1953 cases, that 34 of them were placed on file.

Do you think, Commissioner, that there would be more effective control over the sale of alcoholic beverages to minors if there were more revocations and stiffer and longer suspensions of licenses?

Commissioner SULLIVAN. I am with you 100 percent on that. I think anybody who sells liquor to a minor—it does not have to be a

juvenile, but to a minor—ought to have his license revoked immediately. That has been my thought for many, many years.

There is no justification for anybody doing that.

Mr. BEASER. Go ahead, Commissioner Sullivan.

Commissioner SULLIVAN. I was talking about the setup of the police department. I won't go into that. Time is going on and you gentlemen have been listening to plenty of advice for several days here now and I think you understand—

The CHAIRMAN. We hope we have not worn out our welcome yet.

Commissioner SULLIVAN. No, indeed. On the contrary, I think you have lived up to the idea of the editorial that I clipped from the Boston Pilot this morning. We should have had it here a week ago. The Boston Pilot is the official organ of the Roman Catholic Diocese of Boston, Archdiocese. It says:

As we go to press, the Senate investigation into juvenile delinquency has opened its problem here in Boston. It is too early to be able to know just what form this will take, although the list of those who will be called sounds impressive. It is not inappropriate at this time to pronounce a word of caution, lest some people who are more interested in being sensational than factual grab off all the publicity. This is a serious question which deserves the consideration of those in the community who have both understanding and experience. It would be easy by rash and ill-considered statements to give our city and its youth a bad name and in the process receive considerable publicity. Let us hope that no one in public or private capacity will be a party to any action of this kind, but that all interested elements of the city will try to be helpful and cooperative in a constructive manner.

Now, I know, Mr. Chairman, that the manner in which you have conducted this hearing is definitely along that line. Off the record, the statements of candidates for office and for higher positions to the contrary notwithstanding, we have in my opinion a pretty good city here. There is no city in the country that can't be improved.

The CHAIRMAN. Commissioner, that editorial is a very good guide to any congressional committee.

Commissioner SULLIVAN. I agree, and also a guide to the local fellows that are looking for publicity.

The CHAIRMAN. We on this committee are not seeking publicity.

Commissioner SULLIVAN. I understand that.

The CHAIRMAN. It was with great reluctance that I assumed the chairmanship of this committee.

Commissioner SULLIVAN. We are happy that you did because you have set an example for Federal investigating committees, I think. We serve a population of 800,000. It is a business, financial, employment center of the metropolitan area with an estimated population of about 2 million.

The city is the economic center of the State, and northern New England, the center of distribution of great quantities of food and so forth.

These are the factors which must be understood if one is to understand the significance of juvenile delinquency in this city.

Juvenile offenders, as has been truthfully said, are a very small fraction of the entire juvenile population, but, nevertheless, one delinquent juvenile demands attention.

The CHAIRMAN. What is the percentage here in Boston?

Commissioner SULLIVAN. About 2 percent, I believe. I have lost my place and it is good enough, because I should not have attempted to get this out at the last moment.

I was following insofar as possible your hearing on the television. We have a juvenile population from 7 to 16—that is the legal definition of a juvenile—of 160,000; to be exact, 159,700.

In addition there are 84,000 minors between the ages of 17 and 20. The expression “juvenile” is used in the same sense as it is used in the law which provides for the care, protection, and disposition of juvenile offenders; that is, those who are responsible for their actions, but who because of their age are extended the special protection of law not afforded their elders.

It is not inappropriate at this point to remind the committee that Massachusetts and particularly the civic, religious, and political leaders of Boston were the pioneers in the humane treatment of juveniles which has been copied and extended with many variations throughout the United States.

Most of the commonly accepted concepts and practices which have been applied to this subject were formulated and found their first expression in this community in the form of voluntary charitable organizations and later in the movements to establish the now prevailing war.

The history of institutions like the Massachusetts Society for the Prevention of Cruelty to Children dates back, I think, 125 or 130 years. And we have the Family Welfare Society which goes back almost 300 years in the community.

I think that we have the consciousness of the essential dignity of the human being, which has found expression in the contributions of this community to the cause of human liberty and free expression.

It is a deeply religious community. There are few, if any, residents of this city, or the outlying community, who are not participants in religious observances and whose life is not motivated and affected by considerations of religious conviction and moral rectitude.

These are the factors which must be understood if we are to understand the significance of juvenile delinquency.

I will now close by saying the violations of probation which is duplicated in other categories, stubborn children, runaways who are picked up by their parents, the total of those who were arrested for violations—

The CHAIRMAN. Commissioner, how many runaways do you have in the past year?

Commissioner SULLIVAN. Fifteen, during the entire year, 6 male and 9 female.

The CHAIRMAN. Were they from within the State, or from without the State?

Commissioner SULLIVAN. I would say it would be about 50–50, within the State and outside.

The CHAIRMAN. Do you have any records on deserting parents? Parents who desert their children?

Commissioner SULLIVAN. We have no records in the police department of desertions except when it is called to our attention we immediately go into court, get a complaint.

And may I say that over a period of 27 years the late district attorney, William J. Foley, immediately sent out 2 Boston police officers from one end of the country to the other to pick up family deserters, fathers refusing to support a family, 1,199 cases, sir.

The CHAIRMAN. In Boston?

Commissioner SULLIVAN. Yes, in 1953.

The CHAIRMAN. Is that a problem which in your judgment requires Federal legislation?

Commissioner SULLIVAN. No; I think it is definitely a local matter. I can't understand how you could.

The CHAIRMAN. You cross a State border.

Commissioner SULLIVAN. That is a different story. We have no difficulty getting them. We send out to California there and pick them up just as quickly as though they were in the adjacent State of New Hampshire or Maine.

I think that Boston has an outstanding record in that respect.

So many agencies that deal with them, the State public welfare board, Commissioner Tompkins, whom you heard here, the Boston Overseers—we used to call them there, I don't know their name now—of public welfare. The executive directors notify us that this family has been dumped on them and the father has gone somewhere and we get out a complaint and send for them, no matter what part of the country they are in.

The CHAIRMAN. Commissioner, are you familiar with the problem of black marketing in babies?

Commissioner SULLIVAN. No, sir; we don't have that in Boston, I guess. They all go outside on that.

The CHAIRMAN. There is a problem at the national level, you know that, do you not?

Commissioner SULLIVAN. I don't think that is in Boston.

The CHAIRMAN. I am not charging that it is in Boston.

Commissioner SULLIVAN. In conclusion I want to say that the total of those who are arrested for violations, which would be crimes except for the youth of the offender, during the entire year, was 2,178.

Expressed in terms of daily arrests, this amounted to less than 6 a day throughout the entire city, or less than 1 arrest for each 3 police divisions per day.

Now, we have 18 divisions and the daily number of arrests is 6. You can see that it is less than 1 a day for each 3 divisions.

We arrest during the course of the year, somebody had well said to you—figures can be used to any purpose—we have over 93,000 arrests in the course of a year, all done by the police department. Now, of that lot, there are 26,500 drunks, and traffic and auto violations run over 47,000, making a total of 73,900 out of a total of 93,000.

So that we have less than 20,000 other crimes in the community. We see these staggering figures of 93,000 arrests and they say it must be a terrible city. We are the gateway to a large portion of New England where the flotsam and jetsam of the north and south travel through this metropolitan city, and we have concentrated in one portion of the community, the lower end of Roxbury, or South End, more of these cheap lodging houses and rum shops than there are, I guess, in any similar section certainly of New England, and I don't know that there is any place where there are so many of them.

The CHAIRMAN. We in New Jersey are the gangplank between New York and Philadelphia.

Commissioner SULLIVAN. You only get the tough ones over there in New Jersey.

The CHAIRMAN. We have enough of them, all right.

Commissioner SULLIVAN. We have sent you a few. We have gotten some competition from there, and your officers down in Newark have done a great job at various times.

Incidentally, I am the fellow that laid out that subway that you have down there in Newark, if you call it such, and the Morris Canal, and relocated the Pennsylvania Station there many years ago, about twenty-odd years ago.

The CHAIRMAN. You are talking about the turnpike?

Commissioner SULLIVAN. No; I mean relocating in the city of Newark the Morris Canal subway.

The CHAIRMAN. Yes.

Commissioner SULLIVAN. It is not as big as those New York subways, but for a city of 400,000 people, it was a pretty good undertaking.

The CHAIRMAN. Does counsel have any questions?

Mr. BEASER. Just 1 or 2, Mr. Chairman.

Commissioner, there has been some testimony here of the value which a juvenile bureau, a juvenile squad, can play in the police department, and some testimony that the Boston Police Department should have that kind of squad. What are your comments on that?

Commissioner SULLIVAN. I have heard them say that, as I have over a period of years heard people picking up this statement about there should be the cop put back on the beat. The same applies to the juvenile delinquency.

We have a crime-prevention bureau consisting of a certain number of officers, headed by a captain and a lieutenant, and three detectives there, and the policewoman, but in each station we have what are called special officers.

Mr. BEASER. Are they especially trained or specially designated?

Commissioner SULLIVAN. The only ones specially trained are presumably the policewomen, because I did what no other police department in the country did a year after I came in here. I sent for 2 years each one of those policewomen to the Boston College of Social Work, and it was taken up by police departments throughout the country.

Mr. BEASER. But the officers in the station are not?

Commissioner SULLIVAN. They are not. They are run-of-the-mine, solid fathers of families who have a love for children and can put their finger on the bad boy in that district quicker than any other person that I know.

Now, as to special training, I don't know what special training you could give a good all-around police officer affecting a child. That expression is used, "We are not social workers."

Now, a social worker is a particularly trained person who puts in years at a school of social work and most of them have a degree from college when they take up that study. Now, we don't have available any such group in the police department. We have a few college graduates.

I wish we had some more. But the pay does not appeal to them any more than it does to some others. But these special officers, I wish, Mr. Chairman, you could ride around with them for a day and talk with them. They are not orators; they are not highly educated; there is not one of them that ever got beyond a high school

and some of them did not even get there. But they were wonderful fathers and they know everybody and they love children, which is the predominant characteristic of anybody who is dealing with a child.

They get in under their skin. They warn them as they go around from time to time in their cars and on foot, "Don't do that now," "No more tipping over that ash barrel that is out there. We will have to take you in and bring your parents."

When a boy is getting to be an incorrigible, they bring him into the station.

The CHAIRMAN. The Commissioner and the Chair believe that the patrolmen of this country are unsung heroes. They are really wonderful people.

Commissioner SULLIVAN. I think His Excellency, the Governor, made the statement at the meeting of the police chiefs here that the cop on the beat is the fellow that knows the juvenile and can handle them.

I don't want any special bureau; I haven't any objection to them. Don't misunderstand me; I am not a mule, but I do not like to see money wasted. That is my life's training. I am an engineer. I have to account for every penny.

In my lifetime I have spent over a half-billion dollars' worth of public funds and I am still paying rent in the same house where we were married 41 years ago, Mr. Chairman.

The CHAIRMAN. You repeat that, do you?

Commissioner SULLIVAN. I repeat that. I hope I don't get put out by the landlord, that is all, for advertising the fact that I have been there so long. But I would like to have somebody show me, putting your name up on the wall up in headquarters and calling this the juvenile bureau is not going to help any boy out on the street who needs attention.

You know back of all of this, Mr. Chairman, is the change in the economic conditions that came as a result of the two World Wars. I have seen the family conditions and I have seen it all over the country.

You and I, when we were youngsters, were with our mother. Dad went to work somewhere if you were in the city, and on the farm, you went out with him and fed the chickens, and so forth.

But the family group was there. They were together. They knew where you were every minute and hour of the day.

Now, if the mother is working, and many of them are working whose economic conditions do not require it except for the purpose of having a better time than their next-door neighbor—

The CHAIRMAN. That is one of the problems, the subcommittee recognizes that very clearly.

Commissioner SULLIVAN. It is the seat of a lot of this because we have picked up children, our policewomen have, and taken them to their homes, and there is nothing in the house there. The father is down in one tavern and the mother is down in some so-called cafe, and she is tubbing it up with her husband or with somebody else's husband.

There is nobody to take care of the children, particularly where there are only a few of them in the family. That is the sad part of it.

When I was a kid we had big families over in the district where I was born and still live.

You might term it "the other side of the tracks," but I think it is God's country, though.

The CHAIRMAN. Where you still pay rent?

Commissioner SULLIVAN. I think it is God's country. If you would come with me on the first Friday of each month and see those young girls and young boys walking up to the altar rail and receiving their holy communion, you would say to yourself, "Ah, this old United States is a great place, and this section of New England here, where those God-fearing men settled 300 years ago, and their successors who came from other parts of Europe to escape tyranny, have carried out their ideas of religious effects."

I call it that, effects. We have given this city more men to the church than any similar section of the United States. I mean men of all creeds.

The CHAIRMAN. The Chair sometimes thinks as these hearings progress we ought to have been called the committee on adult failure. That is facetious in a sense; it is true.

Commissioner SULLIVAN. It is not facetious, Mr. Chairman. I think you have put your finger on it.

The CHAIRMAN. Any questions, counsel?

Mr. BEASER. No further questions.

The CHAIRMAN. Mr. Bobo?

Mr. BOBO. No questions.

The CHAIRMAN. Commissioner, did the city of Boston ever have a junior police force?

Commissioner SULLIVAN. Yes, sir; we did.

The CHAIRMAN. What was its effectiveness?

Commissioner SULLIVAN. Well, I would like to go into a discussion of how that was founded in the first place.

You know, when police officers go out collecting money for any cause you invite serious trouble. And this so-called junior police, that had no police duties whatever, but were furnished with a badge, was made up of not the delinquents, they were out, they were shoved out. The good boys of the community there were given a police badge and the other tough eggs there, they knocked them around whenever they got a chance there.

I observed that before I came into this position. In the first place, I feel very keenly about public officials having anything to do with collecting money. I have lived in that atmosphere all my life there.

As a boy I saw my father compelled to give his weekly pay and the result was my brother and I, or my sister, didn't have any shoes.

The CHAIRMAN. You mean for political purposes?

Commissioner SULLIVAN. Well, political or personal. And I said, if God ever gave me a chance to be in charge of any outfit I would put a stop to that.

I became the roadmaster of my street railway company where I had thousands of men under me. They used to take up collections there, the boy's daughter would get married, the boy's sister would have a baby, or something of that kind. And week after week those poor fellows that were getting \$1.75 a day then would have to contribute.

I stopped that and there never was a dime collected in the 20 years that I was there.

When I went into the public works department, the same thing had been in existence, there were 33 employees there—collections are out.

I went into the transit department. We had 3,600 over on the subway tunnel job there. No collections except with the written approval of the chairman and also the mayor.

Well, the mayor was not bothering about the job there so we did not have to go to him. The result was that there were no collections.

The CHAIRMAN. You are to be commended for that.

Commissioner SULLIVAN. There are no collections in the police department. I have appointed eighteen-hundred-and-some men in the 10 years I have been there, as patrolmen. I have made more than half the captains that are existing, two-thirds of the sergeants and more than one-half of the lieutenants.

No one of them ever had to pay a 5-cent piece to get their appointment, and they were told when they were promoted, "You and you alone as a result of your own work are responsible for this promotion. You are under obligation to nobody, not even the commissioner, because I am taking you in order on the civil-service list."

That is thoroughly understood and it is not even discussed any more.

But to get back to that juvenile delinquency business, the money was picked up from sources that I don't care too much to talk about. It is very easy to get money by a police officer if you go after it.

He is the easiest collector in the world if you permit it. There is no collection of any kind that is allowed in the Boston Police Department without a letter and a general order from the commissioner.

We have had the community fund, we have the Red Cross, they buy a ticket for the mayor's field day. And last year we had a great old hospital that was on the verge of going out of business and they collected. And the average collections for that hospital was \$2 per man and they were allowed to pay it over a period of months.

The CHAIRMAN. No hundred-dollar-a-plate dinners?

Commissioner SULLIVAN. No, sir; we don't have anything of that kind in the department.

I would say in conclusion, then, Mr. Chairman, that I have here a book that is issued by the American Academy of Political Science, the January number.

The CHAIRMAN. We have that.

Commissioner SULLIVAN. That article by Jane E. Rinck, They Are Supervising the Juvenile Delinquents, I think, puts into words much better than I can, although we don't go along 100 percent, the role of the police and so forth in handling the juvenile delinquent.

The CHAIRMAN. One more question before you go.

Have you any suggestions to make to help guide this subcommittee in its further activities in other cities?

Commissioner SULLIVAN. Well, this question of a special department. Now, whether it is done from headquarters or the district, it should be done; there is no question about it. Officers should be trained as officers are being trained each year down at the Federal Bureau of Investigation Academy where we have sent so many of our officers for training.

I think this situation is taking a course that eventually will lead us to the Federal Bureau's putting into effect some basic ideas. They are not social workers and they don't have the time for that.

They are an investigative body and so forth. But as part of their training, Mr. Chairman, I think that they should take up very seri-

ously with the men who come into their classes this matter of handling delinquents and impress upon them what an important part of police work is the guiding of the youngster because he is the future hope of all of us.

The CHAIRMAN. The greatest resource we have.

Commissioner SULLIVAN. You have said it, sir.

The CHAIRMAN. Thank you, Commissioner, very much.

Commissioner SULLIVAN. Mr. Chairman, you have been very kind and I am very thankful. I don't know that I have contributed anything worthwhile.

The CHAIRMAN. You have been very helpful to the subcommittee.

Commissioner SULLIVAN. At least I have told you the truth as I see it.

The CHAIRMAN. Counsel will call the next witness.

Mr. BEASER. Mr. Robert M. Mulford.

The CHAIRMAN. Mr. Mulford, we welcome you here and thank you for your presence today.

Mr. MULFORD. Thank you.

The CHAIRMAN. Will you state for the record your full name, your address, and your occupation?

**STATEMENT OF ROBERT M. MULFORD, GENERAL SECRETARY,
MASSACHUSETTS SOCIETY FOR THE PREVENTION OF CRUELTY
TO CHILDREN**

Mr. MULFORD. Robert M. Mulford, 29 Pierrepont, Winchester, Mass.

I am the general secretary of the Massachusetts Society for the Prevention of Cruelty to Children, and a member of the faculty of the Boston School of Social Work.

Mr. Chairman, I have a few remarks which are not in written form that I would like to make. Then I shall be glad to answer any questions.

The CHAIRMAN. You may proceed in the manner of your own choice.

Mr. MULFORD. First of all, I would like to say I am going to be brief as far as my presentation is concerned. I have read newspaper accounts and have a great deal of respect for the amount of information that is going through your ears.

I will try to confine my remarks. I will make a few pointed remarks which I think are based particularly on the experience of my agency and which may be based upon my work in the field of social work.

Our agency is a statewide child-protective agency which has 19 offices located in key cities throughout the Commonwealth in addition to our central office here in Boston.

Our primary job is the investigation of complaints of neglected children, neglect, abuse, and so on, of children under the age of 16 years, which is the statutory age set by our Massachusetts law as far as the neglect of children is concerned.

In this central office in Boston we cover the metropolitan area of Boston. I assume, maybe incorrectly, Senator, that you are particularly interested in the Boston area.

The CHAIRMAN. That is our jurisdiction at this point.

Mr. MULFORD. So I will not speak about our work in the rest of the State.

The CHAIRMAN. Of course, if there is anything you do in the outlying areas throughout the State which is pertinent to our inquiry, we would like that information.

Mr. MULFORD. All right, fine.

I am particularly interested in presenting to you some statistics which I think point up one of the problems in this whole area. They have to do with complaints of neglected children which we receive. I think most people who have had any experience in the field of delinquency, and I might say that in part of my professional experience I have had such experience, I have operated a detention home for delinquents and I think I know a little about delinquent behavior as I am sure you gentlemen, who have sat and listened for these 2 days, do also on the basis of what you have heard plus what you have already studied as you have gone into this problem—

The CHAIRMAN. Do you have adequate detention home facilities in Massachusetts?

Mr. MULFORD. We have, I believe, adequate detention facilities in Metropolitan Boston. The youth service board operates a detention program here, which is located in Boston and which presumably serves this area.

I do not believe we have adequate detention facilities throughout the State.

The CHAIRMAN. If you have followed the activities of this subcommittee, you know that in your great Capital in Washington, D. C., the facilities there are shocking.

Mr. MULFORD. Is that right? I believe it was 3 years ago our youth service board established a detention facility here which cares for children in this area.

There are no such facilities as far as I know in other parts of the State, but I think the youth service board is working on this plan.

I, as a member of their advisory committee, have heard discussions in regard to regional detention centers throughout the State. The program we do have in Boston, I might say, is a very excellent one, well staffed, well housed, with medical, psychiatric, and social work personnel tied in with it.

But to go on with the point I was making, we find, and anyone who is in the field of delinquency, I am sure, finds, that a large percentage—I would go so far as to say ninety percent—of the delinquent children who come before official notice are first of all neglected children.

So I think it is particularly pertinent to mention just a few of the statistics we have in the field of neglected children. Our caseworkers whom I might say, Senator, are trained social workers with their master's degree in social work from schools of social work—the commissioner just referred to his experience with social workers in Boston—I think that some trained social workers who know how to investigate these cases—and I might say the workers in our agency go into the slums of every community in the Commonwealth—they are used to dealing with the rough, tough situations which are found in very underprivileged areas.

So that they are not people with degrees who are not used to reality. Many of them are parents themselves. They are people who have done other things, some of them.

But, first of all, they have an interest in children and they have the technical training which helps them to understand why children do get into trouble.

And in our experience, in many of the families we are working with, delinquency is a factor. It is either an official factor, by official I mean the delinquency is such that it has come to the attention of the police and the child has been arrested and before a court, or it is unofficial delinquency about which I think we should be just as much concerned, a child who gets into trouble, but who never gets before the law and who never gets any help from any of these official resources.

So in these complaints of neglect which we receive, we frequently find the predelinquent and delinquent children who are later before the courts.

I think it is significant that in a large metropolitan area of some two-million-odd persons, we find that our agency in 1953 received only 1,129 complaints of neglected children.

I say I think that is significant. I happened to be working in another city some years ago and with a population somewhere around three to four hundred thousand we got about the same number of cases referred to us in that area. I don't see any reason to believe that the problems are less serious in this congested metropolitan area in Boston than they were in that community.

Furthermore, it is interesting to note the sources of referrals of these complaints because our agency receives complaints from every conceivable source.

Anyone can make a complaint to us in regard to the neglect of children. Actually in this large metropolitan area I think it is significant that we received in 1953 only some 62 complaints from schools—now, mind you, that is all the schools in this metropolitan area—and 64 complaints from the police.

Now, we work closely with the police and schools in some areas and we have very nice working relationships so that our workers are called in when the schools, or when the police find situations where children are apt to get into trouble, where they are unsupervised and where it looks as though there is a need for someone to look into the situation.

If we can get into those situations early enough, we can prevent the delinquency which later will occur.

The courts, for instance, referred 102 cases to us, the various district courts, and the Boston juvenile courts.

The largest single source of referral was interestingly enough social agencies. We received some 267 complaints from the various social agencies.

But, even so, when you consider that in this area there are some 300-odd social agencies that represent a small number of complaints.

Now, I bring these figures to your attention, sir, because I think it indicates the need for a little more careful coordination of activities, recognition of some of the problems which bring delinquents into their delinquent behavior, and about which we could do something if we put a little more attention on early detection of symptoms in children,

which will, we know from experience, later lead into delinquent behavior.

I would like to make then, if I may, a second comment which has to do with the whole problem of adequate personnel in this field.

Of course, as a member of a faculty of a school which is training social workers as well as administrators operating the largest statewide program in this country, our agency is the largest statewide society for the prevention of cruelty to children in the United States.

I am also interested in the personnel who are going to carry out this job. I have already said to you for our work we employ graduates of social work with master's degrees, because we believe they are best equipped to do this job efficiently and well.

Experience has proven that. Our own statistical analysis indicates that we are having more cases dealt with by trained people than we did when we had untrained practitioners.

One of the problems, of course, is that our schools of social work do not have enough people going into them.

One of the problems, of course, is that there are not enough funds to get this education.

I was listening to Chief Igoe say he starts his patrolmen out at \$3,660 plus the cost of living, which would bring it up around \$4,000.

We start trained social workers with their master's degrees at \$3,000 a year. That is what they start with, with us. The maximum salary is \$4,200. If the Chief is in trouble, we are worse off.

The CHAIRMAN. But you do have people who are dedicated.

Mr. MULFORD. We have people who are dedicated, who love children, who want to do this job and who work hard at it way beyond the call of duty.

But without the technical knowledge it seems to me we are going to have difficulty in getting much headway on this overall problem.

Now, our schools of social work, I think, turn out somewhere around a thousand graduates a year Nationwide. This is not anywhere enough people to even take care of vacancies in the profession through deaths, et cetera.

I happen to know as I served on the national board of the American Association of Social Workers, that this is a pressing problem.

The CHAIRMAN. You have the same problem in the field of psychiatry?

Mr. MULFORD. Exactly. But we have had more emphasis on the field of psychiatry and training psychiatrists and medical practitioners than we have in this very much neglected field of social work.

I think this is something the Federal Government might be interested in. I am wondering whether funds from the children's bureau and some of the activities—

The CHAIRMAN. Are you familiar with their budget?

Mr. MULFORD. I am very familiar with their very small budget to do a tremendous job.

The CHAIRMAN. Is it your opinion that it is grossly inadequate?

Mr. MULFORD. I believe so.

The CHAIRMAN. The Chair shares that view.

Mr. MULFORD. I think that the work that the children's bureau has done over the years is outstanding. I think with the small budget they have had they really have had a real influence in the whole field of child welfare as we know it today.

But I think if there were Federal funds to give help to some of these schools of social work, to train adequate practitioners for police forces, for junior aid bureaus of some of our police departments, it would be a great contribution that your subcommittee could make, I believe if such a suggestion could come out of some of these hearings.

Now that is really all I intended to say, sir. If there are any questions, I will be glad to try to answer them.

The CHAIRMAN. Mr. Mulford, you are familiar with the fact that there have been proposals made to this committee that we ought to have a national institute for juveniles. Have you heard that proposal?

Mr. MULFORD. I have not heard that proposal, sir. What would that do?

The CHAIRMAN. I assume the people who sponsor such an idea would set up a separate bureau at the national level to look into and control this whole problem of juvenile delinquency.

Mr. MULFORD. What is wrong with the children's bureau?

The CHAIRMAN. That is the reason I am asking you the question. What is wrong with the children's bureau? Is there anything wrong in your opinion?

Mr. MULFORD. In my opinion, the only thing that is wrong is that they don't have the money to do the job that needs to be done.

I was very much impressed with what Bertram Beck has done in this whole field of study of delinquency through grants which the children's bureau has had and with cooperation from other agencies.

It seems to me that is the logical place to focus attention on this problem.

The CHAIRMAN. What they need is greater appropriations.

Mr. MULFORD. Just as all of us do.

Our agency operating in the State of Massachusetts in 1953, where we would get help from 50-odd communities throughout the State, has a continual problem. We had a \$59,000 deficit in our operations here in 1953.

The problem is money. We cannot pay our staff what we should pay them because of inadequate funds. We are a private charitable organization.

You would have been very proud to have heard Mrs. Hobby's statement on this subject before the subcommittee.

Mr. MULFORD. Good.

Mr. BEASER. Do you think there should be public protective services? At the present moment, as I understand it, you are the only agency to which a parent or police can turn for help before the child gets into the hands of the police. Should there be a service in, say, the department of welfare, or something like that?

Mr. MULFORD. I think it would be wonderful if there were services in the department of welfare if those services were adequately staffed.

Again I say you can set up all the programs, all the departments, and it has been done, sir. I have seen places throughout the country where privately administered child protective services have been turned over to public departments, but with no provision for the staff to do the job.

I am glad to say that the small job we are doing at least is well done, because we have competent personnel.

Mr. BEASER. No further questions.

The CHAIRMAN. Mr. Mulford, have you any suggestions that you would like to make to guide this subcommittee in its future activities?

Mr. MULFORD. I think that one of the things which you seem to be looking into is something that has impressed me and that is the whole matter of police and their activities in this field with juveniles. I do know there has been some discussion on a national level of training institutes for a police officer.

The CHAIRMAN. Are you familiar with the training school out in Berkeley, Calif.?

Mr. MULFORD. Yes. It is things like that which it seems to me we need greatly.

The CHAIRMAN. I would like to see Massachusetts establish such a school here at Harvard or Boston University.

Mr. MULFORD. So would I.

The CHAIRMAN. Somewhere in this area.

Mr. MULFORD. I would, too. I may say, Senator, that in some communities our staff works very closely with the police and where we do work closely, have a close working relationship, we can help many children before they get into real trouble.

The police see the children wandering the streets who are likely to get into trouble. If they refer the situation to us, we can find out what kind of home they come from, what kind of supervision they are getting, or not getting, and we can work with parents on a constructive basis to look after their children.

The CHAIRMAN. Any further questions?

Mr. BEASER. No further questions.

The CHAIRMAN. Mr. Mulford, we are very grateful for your presence here this morning. We are going to be calling on you from time to time for advice and counsel.

Mr. MULFORD. Thank you, sir. I have enjoyed meeting with you.

The CHAIRMAN. The Chair would like to announce that we are going into session this afternoon, but I am necessarily going to have to ask the witnesses to be brief.

I have illness in the family at home, and I have to get back to New Jersey.

I just hope you will bear with me if I seem to cut the testimony and statements short. I hope the witnesses will give the subcommittee prepared statements so that we can hold the testimony down to a minimum. We will recess until 2:30.

(Thereupon, at 1 p. m., the subcommittee recessed, to reconvene at 2:30 p. m., same day.)

AFTERNOON SESSION

The subcommittee reconvened at 2:30 p. m., upon the expiration of the recess.

The CHAIRMAN. The subcommittee will be in order, and the counsel will call the first witness for the afternoon session.

Mr. BEASER. Mr. Coughlin.

STATEMENT OF JOHN D. COUGHLIN, CHAIRMAN, YOUTH SERVICE BOARD, COMMONWEALTH OF MASSACHUSETTS, AND DIRECTOR, DIVISION OF YOUTH SERVICE, ACCOMPANIED BY CLARENCE PIZZUTO, DIRECTOR OF RESEARCH AND PREVENTION; JOHN B. MULLEN, ASSISTANT DIRECTOR OF DELINQUENCY AND PREVENTION; AND MATHIAS T. O'MALLEY, SUPERINTENDENT OF RECREATION, YOUTH SERVICE BOARD

Mr. COUGHLIN. I don't have a prepared statement, Mr. Chairman. In view of the lateness of the hour of the hearing and the fact that anything I might give in that respect might be repetitious of something already said.

The CHAIRMAN. Will you give you full name, address, and the organization which you represent, for the record.

Mr. COUGHLIN. I am John D. Coughlin. I live in Essex, Mass. I am chairman of the youth service board of the Commonwealth, and director of the division of youth service.

The CHAIRMAN. You have two gentlemen with you.

Mr. COUGHLIN. These are members of my staff who have material that I may need as the hearing progresses.

Our director of research and prevention and our assistant and member of the staff, the supervisor of recreation.

The CHAIRMAN. We still do not have the names.

Mr. COUGHLIN. Mr. Pizzuto, director of research; Mr. Mullen, assistant director of delinquency and prevention; and Mr. O'Malley, supervisor of recreation, Youth Service Board.

I should like to introduce a copy of the Massachusetts Act and summary of the work of the youth service board.

The CHAIRMAN. That may be included in the record at this point. Let them be exhibits Nos. 15a and 15b.

(The documents referred to were marked "Boston Exhibits Nos. 15a and 15b," and read as follows:)

EXHIBIT No. 15a

[CHAP. 605]

AN ACT RELATIVE TO THE CARE, TREATMENT AND TRAINING OF JUVENILE DELINQUENTS

Whereas the deferred operation of this act would unduly interfere with the operation of the powers and duties of the youth service board relative to the care, treatment, and training of juvenile delinquents; therefore, it is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience.

Be it enacted, etc., as follows:

SECTION 1. Chapter 6 of the General Laws is hereby amended by striking out section 65, inserted by section 2 of chapter 310 of the acts of 1948, and inserting in place thereof the following section:—*Section 65.* There shall be a board, to be known as the youth service board, in this and sections sixty-six to sixty-nine, inclusive, called the board, to consist of three members, one of whom shall be a woman, each to be appointed by the governor with the advice and consent of the council from a list of at least three persons submitted to him by the advisory committee on service to youth, established under section sixty-nine. One member appointed from a list so submitted, to be designated by the governor, shall be the chairman of the board and the director of the division of youth service in the department of education, established under section four A of chapter one hundred and twenty. Each of the other members shall act as deputy director of said division. Each member, including the chairman,

shall serve for a term of six years. Any vacancy occurring during said term shall be filled by appointment in the manner aforesaid for the unexpired portion of the term.

All persons appointed to the board shall have had training and experience in the law, or in medicine, or in education, or in the handling of juvenile and youthful offenders, or in social work or in planning and conducting programs for the prevention of delinquency and crime. The chairman must have demonstrated superior administrative ability. A person particularly well qualified for board membership may be appointed, even though such person is not, at the time of the appointment, a resident of this commonwealth.

The governor, with the advice and consent of the council, may remove any member of the board for misconduct, incompetence or neglect of duty, after serving charges in writing upon such member and affording him an opportunity to be heard.

SECTION 2. Said chapter 6 is hereby further amended by striking out section 66, as so inserted, and inserting in place thereof the following section:—*Section 66.* All members of the board shall devote all their time to its work. The chairman shall receive a salary of nine thousand dollars, and each of the other members shall receive a salary of eight thousand dollars, and each member shall also be reimbursed for his expenses actually and necessarily incurred by him in the performance of his official duties. The chairman shall be the executive and administrative officer of the board and shall have full responsibility for the formulation and execution of all policies. The powers and duties of the board in respect to classification, placement for training and treatment, transfer, release under supervision and discharge of persons committed to the board shall be exercised and performed by the board as such, and shall not be delegated to, nor exercised or performed by, any individual member. For these purposes a majority of the board shall constitute a quorum. The chairman may delegate the powers and duties vested in him by this section to any officer or employee of the board. All other powers, duties and functions granted to or imposed upon the board by any provision of law, and all powers vested by law in the chairman, may be exercised and performed by the chairman or any official or employee of the division of youth service whom he may designate or assign to perform them.

SECTION 3. Chapter 119 of the General Laws is hereby amended by striking out section 55, as amended by section 6 of chapter 593 of the acts of 1949, and inserting in place thereof the following section:—*Section 55.* If a child has been summoned to appear or is brought before such court upon a warrant, as provided in section fifty-four, a summons shall be issued to at least one of its parents, if either of them is known to reside within the commonwealth, and, if there is no such parent, then to its lawful guardian, if there is one known to be so resident, and if not, then to the person with whom such child resides, if known. Said summons shall require the person served to appear at a time and place stated therein, and show cause why such child should not be adjudged a wayward child or delinquent child, as the case may be. If there is no such parent, guardian or person who can be summoned as aforesaid, the court may appoint a suitable person to act for such child.

If such child is summoned, the time for appearance fixed in the summons to a parent, guardian or other person, as herein provided, shall, when practicable, be that fixed for the appearance of said child.

A summons required by this and said section fifty-four, unless service thereof is waived in writing, shall be served by a constable or police officer, by delivering it personally to the person to whom addressed, or by leaving it with a person of proper age to receive the same, at the place of residence or business of such person; and said constable or officer shall immediately make return to the court of the time and manner of the service.

If the court shall be of opinion that the interests of the child require the attendance at any proceedings of an agent of the division of youth service, and shall request such attendance by reasonable notice to the director of said division, such agent shall attend to protect the interests of said child.

SECTION 4. Chapter 120 of the General Laws is hereby amended by striking out section 1, as appearing in section 22 of chapter 310 of the acts of 1948, and inserting in place thereof the following section:—*Section 1.* The division of youth service shall be a corporation for the purpose of taking, holding and investing in trust for the commonwealth, subject to section fifteen of chapter ten, any grant or devise of land or any gift or bequest made at any time for the use of any institution of which the said division has the management, government

and care, and it shall succeed to and retain the rights, powers and duties formerly held or acquired by the youth service board established by chapter three hundred and ten of the acts of nineteen hundred and forty-eight, except as otherwise provided in said section and in this chapter.

SECTION 5. Said chapter 120 is hereby further amended by striking out section 2, as so appearing, and inserting in place thereof the following section:—*Section 2.* The division of youth service shall have the management, government and care of the Lyman school for boys at Westborough, the industrial school for girls at Lancaster, the industrial school for boys at Shirley, and of all other institutions, except the Massachusetts reformatory, supported by the commonwealth for the custody, diagnosis, care and training of delinquent or wayward children or habitual truants or habitual absentees or habitual school offenders or juvenile offenders. The division of youth service shall control of the land and buildings of said schools. To carry out its duties under this chapter, the director of the division of youth service may employ, within the limits of the amount appropriated therefor, such medical, psychiatric and other personnel superintendents, field representatives, supervisory, institutional, clerical and other employees as are necessary, and shall prescribe their duties. Physicians, psychiatrists and psychologists shall be exempt from chapter thirty-one.

SECTION. 6. Said chapter 120 is hereby further amended by striking out section 3, as so appearing, and inserting in place thereof the following section:—*Section 3.* The director of the division of youth service shall from time to time appoint a superintendent, chaplains and a physician of each of said schools and institutions, and shall, in accordance with law appoint all other officers and employees required at said schools and institutions and shall prescribe their duties.

SECTION 7. Said chapter 120 is hereby further amended by striking out section 4, as so appearing, and inserting in place thereof the following section: *Section 4.* The director of the division of youth service shall establish rules, regulations, and by-laws for the government of each institution and shall see that its affairs are conducted according to law and to such rules, regulations, and by-laws; but the purpose thereof and of all education, employment, training, discipline, recreation and other activities carried on in the institutions shall be to restore and build up the self-respect and self-reliance of the children lodged therein and to qualify them for good citizenship and honorable employment.

SECTION 8. Said chapter 120 is hereby further amended by inserting after section 4 the following section: *Section 4A.* There shall be in the department of education, but not subject to its control, a division of youth service, to be headed by a director who shall be the chairman of the youth service board, established under section sixty-five of chapter six. It shall be the function and the duty of the division to deal with all wayward and delinquent children and habitual truants, habitual absentees, and habitual school offenders committed to the commonwealth, consistent with the determinations of the youth service board and to the extent and in the manner provided in this chapter and chapter one hundred and nineteen.

SECTION 9. Section 7 of said chapter 120, as appearing in said section 22 of chapter 310 of the acts of 1948, is hereby amended by striking out, in lines 5 and 7, the word "board" and inserting in place thereof, in each instance, the words:—director of the division of youth service,—so as to read as follows:—*Section 7.* The superintendent of each school or other institution, with the subordinate officers, shall have general charge of and be responsible for the welfare and custody of the children lodged therein, and for carrying out the rehabilitative program prescribed by the director of the division of youth service. He shall be a constant resident at the school, and, under the direction of the director of the division of youth service, shall seek to establish relationships and to organize a way of life that will meet the moral, physical, emotional, intellectual and social needs of the children under his care as those needs would be met in an adequate home.

SECTION 10. Section 8 of said chapter 120, as so appearing, is hereby amended by striking out the fourth and fifth sentences and inserting in place thereof the two following sentences:—He shall keep accounts of all his receipts and expenditures, and of all property intrusted to him, showing the income and expenses of the institution; and shall account to the director of the division of youth service in such manner as said director may require, for all money received by him. His books and documents relative to the school shall at all times be open to the inspection of the director of the division of youth service.

SECTION 11. Section 9 of said chapter 120, as so appearing, is hereby amended by striking out, in line 2, the word "board" and inserting in place thereof

the words:—director of the division of youth service,—so as to read as follows:—*Section 9.* The superintendent of the industrial school for girls, under the direction of the director of the division of youth service, shall purchase books with the income and profits and according to the terms of the donation of Henry B. Rogers.

SECTION 12. Said chapter 120 is hereby further amended by striking out section 10, as amended by chapter 545 of the acts of 1950, and inserting in place thereof the following section:—*Section 10.* (a) For the purpose of carrying out its duties and effectuating the decisions of the youth service board with respect to the classification, placement for training and treatment, transfer, release under supervision and discharge of persons committed to the board, the director of the division of youth service is authorized to make use of law enforcement, detention, supervisory, medical, educational, correctional, segregative, and other facilities, institutions and agencies, whether public or private, within the commonwealth wherever feasible, otherwise outside the commonwealth; provided, that the board shall not transfer custody of any person who was committed to the board by a juvenile court and who is under twenty-one to a penal institution. The director of the division of youth service may enter into agreements with the appropriate private or public officials for separate care and special treatment in existing institutions of persons committed to the board.

(b) Nothing herein shall be construed as giving the youth service board or division of youth service control over existing facilities, institutions or agencies other than those listed in section two, or as requiring such facilities, institutions or agencies to serve the said board or division inconsistently with their functions, or with the authority of their officers, or with the laws and regulations governing their activities, or as giving the said board or division power to make use of any private institution or agency without its consent, or to pay a private institution or agency for services which a public institution or agency is willing and able to perform.

(c) Public institutions and agencies are hereby required to accept and care for delinquent children or convicted persons sent to them by the board in the same manner as they would be required to do had such persons been committed thereto by a juvenile court, district court, or superior court.

(d) The board is hereby given the right and shall be required periodically to inspect all public and all private institutions and agencies whose facilities it is using. Every institution and agency, whether public or private, is required to afford the board reasonable opportunity to examine or consult with persons committed to the board who are for the time being in the custody of the institution or agency.

(e) Placement of a person by the board in any institution or agency not operated by the division of youth service, or the release of such person from such an institution or agency, shall not terminate the control of the board over such person. No person placed in such institution or under such an agency may be released by the institution or agency without the approval of the board.

SECTION 13. Said chapter 120 is hereby further amended by striking out section 11, as appearing in said section 22 of chapter 310 of the acts of 1948, and inserting in place thereof the following section:—*Section 11.* When funds are available for the purpose, the director of the division of youth service may (a) establish and operate places for detention and diagnosis of all persons committed to the board; (b) establish and operate additional treatment and training facilities necessary to classify and segregate and handle delinquents and juvenile offenders of different ages, habits and mental and physical condition according to their needs; (c) establish facilities to aid persons given conditional release or discharged by the board to find employment and to lead a law-abiding existence.

SECTION 14. Said chapter 120 is hereby further amended by striking out section 12, as amended by section 3 of chapter 593 of the acts of 1949, and inserting in place thereof the following section:—*Section 12.* The board may direct release under supervision at any time, and may place children in its custody in their usual homes or in any situation or family that has been approved by the board; except, that no child shall be returned to his own home immediately after commitment and the initial diagnosis without the approval of the committing court. The director of the division of youth service may, subject to appropriation, employ agents for investigating places and for visiting and supervising children, and may provide for the maintenance, in whole or in part, of any child so placed in charge of any person. Immediately on placing children in families or homes, the director of the division of youth service shall notify the director of the division of child guardianship of the name of each child so placed and of the name and

residence of the person to whose care he is entrusted. The board may, at any time, until the expiration of the period of commitment, resume the care and custody of any child released under supervision. The board shall place children in families or homes of the religious belief of such children, but if this be impracticable, then due regard shall be had to the locality, and, if practicable, the home shall be such that the children shall have the opportunity to attend religious worship of their own belief.

SECTION 15. All rules and regulations of the youth service board established by chapter three hundred and ten of the acts of nineteen hundred and forty-eight in force on the effective date of this act shall thereafter continue in force in accordance with their terms unless and until suspended, revised, rescinded, revoked or cancelled under authority of the director of the division of youth service.

SECTION 16. Section 17 of chapter 6 of the General Laws, as amended, is hereby further amended by striking out, in lines 14 and 15, as appearing in section 1 of chapter 511 of the acts of 1951, the words ", the youth service board".

SECTION 17. Section 67 of said chapter 6, inserted by section 2 of chapter 310 of the acts of 1948, is hereby amended by striking out paragraph (2).

SECTION 18. Section sixty-eight of said chapter six, as so inserted, is hereby repealed.

SECTION 19. Nothing in this act shall be construed to prevent the members of the youth service board on the effective date of this act from completing their respective terms of office then unexpired, as members of the board and deputy directors of the division of youth service.

SECTION 20. Each permanent civil service employee and each veteran covered by section nine A of chapter thirty of the General Laws, employed on the effective date of this act by the youth service board established by chapter three hundred and ten of the acts of nineteen hundred and forty-eight and assigned to duties hereby placed in the division of youth service in the department of education, is hereby transferred to the service of the said division without impairment of his status or loss of seniority, retirement or other rights.

SECTION 21. This act shall take effect September first, nineteen hundred and fifty-two.

Approved July 4, 1952.

EXHIBIT No. 15b

The youth service board, established by chapter 210 of the acts of 1948, is the agency of the Commonwealth charged with the prevention, control, and handling of juvenile delinquency. It consists of 3 members, appointed for 6 years, 1 of whom shall be a woman, and 1 member to be designated by the Governor as chairman of the board and director of the division of youth service. "Persons appointed to the board shall have had training and experience in the law, or in medicine, or in education, or in the handling of juvenile and youthful offenders, or in social work, or in planning and conducting programs for the prevention of delinquency and crime. The chairman must have demonstrated superior administrative ability." They are appointed by the Governor with the approval and consent of the council from a list of at least three persons submitted to him by the advisory committee on service to youth.

This committee consists of 15 "influential citizens in their communities and recognized for their interest in youth," who serve without pay and are appointed for 6 years. The advisory committee on service to youth, in addition to nominating members of the youth service board, are "to advise and make recommendations to said board and to stand ready to advise and assist any other appropriate department or agency of the Government on any matter affecting the behavior, care, or welfare of children or youths, to interpret the work of the board to the public, and to enlist public cooperation therein." The committee is required, before the convening date of the legislature "to make a report to the Governor and general court of its activities and accomplishments. The report may include specific recommendations for legislation, planned and drafted as a part of an integrated, unified, and consistent program to serve the best interests of youth; and recommendations for the repeal of any conflicting, obsolete or otherwise undesirable legislation affecting youth."

Under chapter 605 of the act of 1952 a division of youth service was established under the department of education and the chairman of the board became the director of the division and the executive and administrative officer responsible for the formulation and execution of all policies. It should be noted that the board members, including the chairman, remain equal and must act as a board in nonadministrative matters concerning the "classification, placement

for training and treatment, transfer, release under supervision, and discharge" of juveniles who are committed to their care when between the ages of 7 and 17.

The youth service division, for the fiscal year ending June 30, 1954, has a budget of a little over \$2 million and approximately 400 employees.

It consists of the administrative department, a girls and boys parole division, the three training schools of the Commonwealth—the Industrial School for Girls at Lancaster, the Lyman School for Boys at Westboro, and the Industrial School for Boys at Shirley—and, in cooperation with the city of Boston, a Detention Center for Boys at 105 South Huntington Avenue, Jamaica Plain, "for the temporary care, custody, and study between the time of their arrest or taking into custody and the final disposition of their case." Located on the grounds at Westboro and Lancaster are two distinct facilities called reception centers, one for boys and one for girls, respectively. When a youngster is committed to the youth service board by the court, after having been adjudicated delinquent, he or she is sent to the reception center. Psychological and psychiatric studies are made and a complete history of the case is secured, including the family background and all other information needed to assist the board in determining what appears most likely to rehabilitate the child so that he will not become a confirmed adult criminal but a useful member of society.

If it is found that the juvenile needs a course of training at one of the training schools, the board may transfer to the appropriate institution. In some cases special treatment at another institution may be needed—the board has the power to authorize this type of placement; may place the child in his own home, with the approval of the committing court; or place in a foster home. A child who has spent the necessary time in the institution authorized by the board again comes before the board. He may then be placed in his own home, or, if his own home is not suitable, in a foster home. From then on until the time he becomes 21 he remains under the supervision of the parole department, close check being kept so that he will be aided in an effort to keep out of conflict with the law.

In cases where youngsters are committed from the superior court on criminal complaints, supervision may extend until the subject is 23 years of age.

Both in the regular commitment and in these exceptional commitments, however, the board may discharge the juvenile at any time "if it is satisfied that such discharge is consistent with the protection of the public."

The above is admittedly a rather brief and sketchy résumé of procedure.

The major problem is the older boys—particularly the unmanageable and incorrigible type who do not fit into open training schools and who need more effective restraint while attempting to help them adjust. In this connection it should be noted that a new type of institution—generally referred to as a secure unit—has been made necessary due to the removal of the right of administrative transfer under which, prior to the Youth Service Board Act, the trustees of Massachusetts training schools could transfer these unmanageables to the Massachusetts Reformatory, and under youth service legislation district courts may no longer commit a boy to the Massachusetts Reformatory.

DIVISION OF RESEARCH AND DELINQUENCY PREVENTION

Since August of 1953, attention has focused on the expansion and improvement of the services offered by the division of research and delinquency prevention. Previously, these areas were restricted by personnel shortages and financial limitations. The present staff of five full-time persons includes a supervisor of research and statistics, assistant director of delinquency prevention, supervisor of recreation, field agent and a stenographer.

The purpose is twofold: (1) To conduct research in all areas encompassed by the division of youth service. This means qualitative and quantitative research reporting and evaluating the function, services, and effectiveness of the programs of the youth service board; (2) to work closely with the community in the prevention of juvenile delinquency. This division maintains a consultation service which is available to any community in the Commonwealth through official request of its city government.

DECEMBER 15, 1953.

Mr. COUGHLIN. I am going to take a brief time to comment on certain aspects of the matter of juvenile delinquency and its handling by the Commonwealth here in Massachusetts.

Then I shall hold myself open for questions from the committee.

I ought to say, I think that Massachusetts has been alive during recent years to the distinctively modern nature of the problem of juvenile delinquency. The Commonwealth therefore passed in 1948 the so-called youth service legislation which represented the fruition of a couple of centuries' thinking on the handling of juvenile delinquency.

This legislation was patterned in general after the American Institute's Model Youth Correction Act which was developed in 1940.

Massachusetts has also been a leader in social legislation and adopted this act in 1948.

I think it is 1 of 7 States which has set up a youth authority of this kind. This act should be conceived as a completely integrated system for handling juvenile delinquency.

It lays strong emphasis on preventive activities, makes them mandatory, as a matter of fact, for the youth service board.

It provides for emphasis on individual treatment of juvenile delinquents and strong emphasis on salvaging and on rehabilitation, to the end that youngsters who come in conflict with the law may be salvaged for good and decent living.

It must be taken as a whole system, however, under this act. We have our preventive activities which prevent delinquency. We have our training schools for the rehabilitation of delinquents.

Then we have our parole system to prevent those who have offended previously from repeating.

That is a very important element because it is less expensive to keep a boy who has once offended, or a girl, from repeating, than it is to have him back in a training school at much greater expense.

I would like to comment a little bit on the matter of prevention. That is one phase of our activity which has only recently been developed.

Governor Herter has been very cooperative in that matter, and very much interested in it.

The CHAIRMAN. I am sure the Governor would be. It has been the Chair's privilege to serve in the Congress of the United States with Governor Herter. I think he is one of the finest Americans we have in this country.

Mr. COUGHLIN. I would agree. And I would say that his personal interest enabled us on August 1 to set up formally in our department a prevention bureau. These gentlemen are part of that bureau.

They form the nucleus for what we see ahead as expanding effort in the field of prevention.

Now, I have been listening to these hearings and I think we are in grave danger in this whole matter of juvenile delinquency of estimating the causes of delinquency, but not developing specific activities. I hope that as the hearings progress around the country one of the beneficial results will be to pinpoint the specific things that we can do in the area of prevention.

It is an area where we need a great deal of exploration to develop the practices that will actually accomplish the results. Here in Massachusetts some of the activities that we feel are effective—first of all, I am thoroughly convinced that in the congested city areas, where gangs tend to develop, the detached-worker idea, sending

a man or woman out to reach the juveniles who are liable to get into trouble through gang activities, is very effective.

That type of thing developed many years ago through an organization called the Friends of Boys, which sent representatives throughout the eastern part of the country.

I can remember in the community where I lived they sent a representative and got us working on the idea of bringing gangs into legitimate channels of activity.

Another thing that I would hope to develop here that we are working on is the development of the guidance system in the schools to include trained home counselors who will reach the deteriorating home through the youngster in the earlier grades who is showing evidence of the neglect that comes from the deteriorating family.

Very often you can reach that home through the existing agencies, but the problem of the child adjusting in school does open the way for the school people to get into the home.

I think that this whole area of prevention with the development of specific activities to reach the source of the trouble is very important.

I am committed to the belief that, although there are many factors entering into it, it is a very complex thing.

I see it on case after case of juvenile delinquents. I cannot escape the conclusion that the significant work of the Gluecks at Harvard is valid; namely, that the proper supervision of the parents, the proper discipline of the father, the cohesiveness of the family, and the real affection of the parents for the children are the significant factors in the prevention of juvenile delinquency.

When I speak of the deteriorating home and reaching them through the school it is to encourage the development of those positive factors that, I think, are most significant in this whole area.

Through this type of thing we will bring to bear the influence of religion, social agencies, and all in the community.

We have to have a total mobilization of community resources, schools, churches, social agencies, everybody concerned.

Now, I should like to answer any questions you may have.

THE CHAIRMAN. Mr. Coughlin, the Chair recognizes, and I am sure all my colleagues on the subcommittee recognize, the dangerous area in which we are operating. We can do great good, and we are doing some harm.

I wish you would comment on the activities of this subcommittee up to date. I want constructive criticism. We are trying to do a job for the people of this country and for the youth of this country.

We consider that the youth of America is our greatest national resource. Therefore, we invite from you or any of our fellow citizens constructive criticism.

Have we in any way trespassed in the direction of wrong in our proceedings? I do not want any compliments now.

MR. COUGHLIN. No; I am not in the habit of giving compliments unless they are deserved. I think that the hearings will be very significant and well worthwhile in that they will focus interest on this tremendous responsibility which I already have said I consider a very distinctively modern problem because of the complex modern factors.

I think also it will be productive of great good because it will help to point the way to the answer to some of these questions.

As a matter of fact, I would like to take this opportunity in the field of Federal legislation to make a recommendation to you.

As you know, there are certain Federal security grants which come into the States, but which under present legislation are channeled into one-State agencies.

Now, since seven of the States have adopted youth authorities, I would recommend that consideration be given to legislation which would enable some of that Federal grant to come to a youth authority directly to be used for the following purposes, which are entirely consistent with the law as it is now set up:

First of all, for the development of preventive activities.

Secondly, for the development of in-service training in our rehabilitative programs.

And, thirdly, for the increase of psychiatric and chaplain services in our program.

I feel very strongly at the present time that we could, if we had some of this money, improve those phases of activity tremendously.

I think that the purpose expressed in that law under which those grants are made would enable that money to come to us directly as a youth authority if there were some modification of the present legislation.

I think these hearings will take on increased significance if, as I say, they point up effective practices in the area of prevention.

The CHAIRMAN. Do you think we should continue our activities in these local communities?

Mr. COUGHLIN. I certainly do.

The CHAIRMAN. Are you familiar with the operations of the children's bureau?

Mr. COUGHLIN. Not as familiar as I would like to be. I have only been chairman of the youth service board for a year and I have so much to do that some of the things I would like to be familiar with, I have had to neglect for the work in hand.

The CHAIRMAN. Then you don't know anything as to their budget needs, do you?

Mr. COUGHLIN. No, I don't.

The CHAIRMAN. Counsel?

Mr. BEASER. No questions, Mr. Chairman.

The CHAIRMAN. We are grateful to you for appearing today.

Mr. COUGHLIN. Thank you.

Mr. BEASER. Dr. Jack Ewalt.

The CHAIRMAN. Doctor, we welcome you here today and thank you for your presence.

Have you a prepared statement?

STATEMENT OF DR. JACK EWALT, COMMISSIONER OF MENTAL HEALTH, COMMONWEALTH OF MASSACHUSETTS

Dr. EWALT. No; I talked to some of your staff. I thought I would make a very few informal remarks and be prepared to answer any questions you have.

The CHAIRMAN. First, Doctor, will you state for the record your full name, your home address, your affiliation, that is, affiliations that bring you here?

Dr. EWALT. My name is Jack Ewalt. I am commissioner of mental health for the Commonwealth of Massachusetts. I live in Waltham.

The CHAIRMAN. I am sorry, counsel did not inform the Chair that you were a commissioner of this great Commonwealth. So I will address you as commissioner.

Dr. EWALT. I am a physician. I prefer to be addressed that way. It does not matter.

The only thing I wanted to say informally is that the whole matter of delinquency in children is not a simple thing. I think there is too great a tendency to consider it perhaps as a specific entity like a thing when really it is a manifestation of behavior that youngsters' ability to adapt to the vicissitudes of the world is not properly developed.

I think the important thing is a study of why children in their development do not have sufficiently resilient character, sufficient strength of morals, to adapt to the demands of the world they live in, and we should avoid as much as possible, at least not allow our attention to immediate symptoms to distract our attention.

A child may do one thing as a delinquent act, but if he has the drive and hostility to be delinquent, if that is not available, he will seek out something else and one must go back behind the things they actually did and find out why they feel they must be delinquent anyway.

In this whole field, which is predominantly one of prevention, there is a tremendous need for research. The work of Professor Glueck at Harvard was referred to, along with study done in Cambridge by Power and Whitney, and they found that simple counseling and that sort of thing was not enough.

The need for research very broadly conceived, broadly oriented, is tremendous. I certainly feel and agree with Mr. Coughlin that if the Federal people in their budget provision could make a long-term extensive research study in some community that has the physical, the medical, the religious, and educational resources, it really would be a very productive thing.

We don't know enough now to intelligently handle the delinquent problem. That is my opinion that we don't.

The CHAIRMAN. Why do you say that? You do not know enough to handle the problem?

Dr. EWALT. Just that, sir.

The CHAIRMAN. We have had centuries of experience with the problem.

Dr. EWALT. Yes; we have. We have had centuries of experience with other things, like arteriosclerosis and cancer. We know some of the things that lead children to be delinquent, both things within the child and things within the community.

I think the very fact that it is necessary for you gentlemen to take your time from other duties and to bring to the attention of the country this problem is in itself evidence of that; we either don't know how to handle it, or we don't handle it.

I am sure there is no lack of desire on the people's part to handle it.

The CHAIRMAN. I am sure of that. What in your opinion is the basic problem here, what is the principal cause of delinquency in children?

Dr. EWALT. I don't want to be evasive, but I think I would have to say I don't know. We can say this, that in their development and for varieties of reasons children don't develop enough, we will call it strength of character, or resilience of character, to adapt themselves to what the world hands out to them and they hit back with delinquent acts.

The CHAIRMAN. That is hardly the fault of the children.

Dr. EWALT. No; it is an inner action of social factors in the child. But they are tremendously complex.

You will see children in a delinquent family who are very fine children and get along fine. You may see 5 boys in a family, 1 is a horrible delinquent, and the other 4 are the best kids ever. It is not a simple thing.

The CHAIRMAN. Generally speaking, does not it come back to the home?

Dr. EWALT. I think the homes are a very important aspect, because it is in the home, the church, and school, but principally in the home, that we lay down the basis of, shall we say, a strong sense of ethics and morals.

But you can't prescribe a good home and loving parents like you can paregoric or something of the sort.

There are so many social factors that influence what makes a good home and what makes parents react to one another and the children and the responsibilities on them, and those are the things we don't know enough about.

The CHAIRMAN. Do you think there is any delinquency in the homes where there is a proper degree of love and affection, plus a little discipline?

Dr. EWALT. There could be. It would depend again, you see, on the child's reaction to that delinquency. There certainly would be less.

The words, "proper love and affection," if the love and affection was always just what the child needed at just the right time, perhaps not. But that is not easy to do, even in the best intentioned families.

The CHAIRMAN. Counsel?

Mr. BEASER. I have just one short question, Doctor.

The suggestion has been made that we set up by the Federal Government an institute on juvenile delinquency. Would you have any comment on that?

Dr. EWALT. I would have to know its purpose. If the purpose was educational so that the public would have brought together such as affairs of this sort do, information from various communities and compile it on a nationwide basis, I think it would be very helpful.

If from that they went on and tried to apply that in experimental methods, in new methods of handling our studying of causes of delinquency, then it would be even more beneficial.

Mr. BEASER. Thank you. No further questions.

The CHAIRMAN. Mr. Bobo?

Mr. BOBO. No questions.

The CHAIRMAN. Thank you very much for your appearance here this wonderful Saturday afternoon.

Mr. BEASER. Dr. Evoleen Rexford.

The CHAIRMAN. Dr. Rexford, we appreciate very much your appearance here today. I know you are going to make a contribution to the searching problem that we have before us.

STATEMENT OF DR. EVOLEEN N. REXFORD, DIRECTOR, DOUGLAS A. THOM CLINIC FOR CHILDREN, INC., BOSTON, MASS.

Dr. REXFORD. We are very glad indeed in our field to have a committee such as this asking questions in the different communities.

My name is Evoleen N. Rexford. I live at 100 Memorial Drive in Cambridge. I am director of the Douglas Thom Clinic for Children, which is a psychiatric clinic for children from the age of 5 to 12 years.

The CHAIRMAN. Doctor, do you have a prepared statement?

Dr. REXFORD. Yes.

The CHAIRMAN. You proceed in the manner of your own choice.

Dr. REXFORD. The problems of control and prevention of juvenile delinquency are of great magnitude and complexity; any measure of success in combating delinquency on a nationwide basis or in any large community will demand the mobilization of all relevant professional and citizen resources in integrated, long-range planning backed by ample financial support.

We do not know at this point of any simple or easy or inexpensive way to prevent juvenile delinquency, in my opinion.

In the child psychiatric clinics we see children of 5, 6, 7, and 8 years referred for study and treatment of their aggressive, destructive and antisocial behavior, behavior which has not proved amenable to correction in home or in school. Many such children will not later become delinquent, or criminals, or appear in a juvenile court.

However, the recent studies of Prof. and Mrs. Sheldon Glueck make clear that these children constitute a pool from which an important group of persistent, serious delinquents is drawn.

As you may recall, Dr. and Mrs. Glueck found that over half the delinquents in their research had manifested serious signs of social misbehavior before the 8th year of life, and another 40 percent before the 11th year.

Long-range community planning to prevent serious juvenile delinquency should provide for the systematic detection, study, and treatment of the aggressive, and antisocial young child in the early grades.

At the Thom Clinic we have studied 109 such children from October 1, 1947, to January 1, 1954. One group of the 109 children, 57 in number, was studied and treated by 1 psychiatrist, Dr. Kurt Rose, with the assistance of a 5-year grant from National Mental Health funds.

We are now analyzing clinical data derived from these studies to determine which of the aggressive young children showed the antisocial character that without treatment predisposes to later delinquent acts.

From there we plan to define the specific measures which are necessary to alter the antisocial traits, so preventing the development of persistent delinquency. We have been greatly encouraged by the results obtained by psychiatric treatment of 81 of the previously mentioned 109 children; 53 of these were considerably or much improved

at the time the cases were closed. Further data regarding these cases are analyzed in the appendix to this statement.

The boy or girl who in his early school years is conspicuously lacking in control of his impulses, who views the outside world as a hostile encampment, inimical to his interests and welfare, and who has been able to find but few constructive channels for his energies suffers from a personality disorder predisposing him to a life of antisocial acts. This kind of character development originates in the early life interactions between parents and child. It is within the emotional milieu of family life that the child builds up his basic patterns of adaptation to the outer world.

The importance of the emotional health of the parents of our delinquent children has not been sufficiently emphasized in our opinion. We fully agree that the well known economic and social stresses have a serious impact upon the family life.

However, as psychiatrists, we have been impressed by the frequent presence of mild to severe personality problems in the parents which require assistance from psychiatric and social agencies before these parents can provide their youngsters with the emotional support and guidance necessary to promote social adaptation in the young child.

If we recall that the criminologists tell us that each criminal career costs society \$30,000, the economic and social good sense of reaching out to the antisocial child in the early grades and to his family seems obvious.

These facts make it imperative that our planning for delinquency prevention include adequate provision for study and treatment of the predelinquent youngster and his family.

The pattern of coordinated community activity which has been set up by the New York City Youth Board in my opinion offers a fortunate combination of development of new procedures and strengthening of existing resources, which any urban center can adapt to its particular needs.

I believe that upon the Federal Government rests the responsibility to make a considerable contribution to nationwide planning to combat juvenile delinquency.

Local philanthropic and government funds will rarely be able to finance the measures required.

Thus we see the function of the Federal Government as twofold: First, the encouragement of farsighted, long-term, communitywide projects, the kind of encouragement which I think hearings such as these can bring to the communities; and, secondly, the provision of financial assistance of professional groups which can train the greatly needed qualified personnel in this field and can carry out research studies adding to our knowledge of the detection and treatment of delinquency, both latent and well-established.

I have a brief summary of the analyses of the 109 children to which I referred. I would be glad to pick highlights from it, if you would care to have me do so, or I shall be glad to answer questions which you wish to put to me.

The CHAIRMAN. Of course, you have this analysis before you there?

Dr. REXFORD. Yes.

The CHAIRMAN. Without objection, we will receive that for the record, and it will be inserted in the record at this point in your remarks. Let that be exhibit No. 16.

(The material referred to was marked "Boston Exhibit No. 16," and reads as follows:)

SUMMARY OF ANALYSIS OF 109 AGGRESSIVE AND ANTISOCIAL YOUNG CHILDREN

The Douglas A. Thom Clinic is a psychiatric clinic for children from the ages of 5 to 12 years who are referred for study and treatment of emotional and behavior problems interfering with their adjustment in home, school, or community. Parents, private physicians, schools, or social agencies may make the referrals. With the assistance of social worker and clinical psychologist the psychiatrist makes a study of the child and his family and following a conference of the professional team, recommendations are made to the parents. When psychiatric treatment is considered advisable and feasible the child and his parent or parents come to the clinic on a weekly basis. The group of children described below came to the Thom Clinic and were dealt with as indicated above. Only three of these children had contact with the juvenile courts during the time we knew them. This group of children referred for aggressive, destructive, and antisocial behavior constituted 12 percent of all the children studied at the clinic from October 1, 1947, to January 1, 1954.

CHART I.—*Sex of children*

Boys.....	97
Girls.....	12
Total.....	109

(Note the small number of girls in this group although girls made up one-third of the total number of children studied during the same period. This difference is due to the fact that predelinquency in little girls is not apt to be manifested in overt aggressive behavior.)

CHART II.—*Race and religion*

A. Race:	
White.....	102
Negro.....	6
Mixed.....	1
B. Religion:	
Roman Catholic.....	47
Protestant.....	30
Jewish.....	26
Unknown.....	6

(This breakdown according to race and religion is approximately characteristic of our total caseload.)

CHART III.—*Age at onset of disturbing symptoms*

Under 3 years.....	33
3 years.....	15
4 years.....	25
5 years.....	13
6 years.....	7
7 years.....	—
8 years.....	4
9 years.....	3
10 years.....	—
15 years.....	1

(This chart indicates when the parents considered the behavior difficulties began. It is striking that in 86 of the 109 children the parents considered that the difficulties began before the age of 6 years, and that in retrospect the parents considered that with 33 of the group management problems began before the child was 3 years of age.)

CHART IV.—*Age of child at time of referral to clinic*

4 years	4
5 years	15
6 years	27
7 years	22
8 years	18
9 years	8
10 years	8
11 years	5
15 years	1

(It is notable that 68 of the 109 were referred to the clinic for assistance before they were 8 years of age; 82 of the children were from 5 to 8 years of age at the time of referral.)

CHART V.—*Referrals made by whom*

Parents	28
School	12
Others	67

(A higher percentage of these children were referred by someone outside the family than is true for our general caseload. Some contact with the parents was required before we undertook study of the child, however.)

CHART VI.—*Principal complaints made at the time the child was referred to the clinic*

	Boys	Girls
Truancing	14	1
Stealing	50	10
Firesetting	31	2
Aggressive behavior	71	7
Destructive behavior	55	5
Persistent lying	11	2
Running away	6	2
Sex play	7	4
Overactivity	3	—
Marked negativism	4	—

(Note the principal complaints about the boys were aggressive behavior, destructive behavior, stealing, firesetting, and truancing in that order of frequency. The principal complaints about the girls were stealing in 10 out of the 12 instances, with aggressive and destructive behavior reported for 7 girls.)

CHART VII.—*Intelligence of children studied*

A. Sources of data:	
Number of children receiving formal psychological testing	73
Number of children on whom reasonable estimate of intelligence could be made	24
Unknown	12
B. Intelligence ratings:	
Poor	8
Average	51
Superior	26
Very superior	12
C. School progress:	
Preschool	2
Good	21
Fair	37
Poor	46
Unknown	3

(It is worth noting that although only 8 children in the whole group had poor intelligence, 83 were progressing either poorly or only fairly well in school. Children with aggressive difficulties usually are not able to use their capacities to advantage.)

CHART VIII.—*Home conditions*

A. Residence :		
Living with both parents.....	65	
Living in foster home with foster mother and father.....	10	
Living with mother.....	18	
Living with father.....	2	
Living with mother and stepfather.....	10	
Living with father and stepmother.....	4	
B. Socioeconomic :		
Poor.....	3	
Middle.....	59	
Lower.....	47	
C. Marital situation of parents :		
Separated.....	11	
Divorced.....	25	
Dead :		
Mothers.....	2	
Father.....	1	
D. Significant separations from mother :		
Yes.....	22	
No.....	87	
E. Number of siblings :		
No siblings.....	12	
1 sibling.....	44	
2 siblings.....	19	
3 siblings.....	15	
4 siblings.....	6	
5 siblings.....	5	
6 siblings.....	4	
7 siblings.....	3	

CHART IX.—*Relation of parents to child*

A. Mother :		
Supervision :		
Unsuitable.....	76	
Fair.....	29	
Suitable.....	2	
Unknown.....	2	
Affectional relationship :		
Indifferent or hostile.....	58	
Warm.....	49	
Unknown.....	2	
B. Father :		
Discipline :		
Very strict and erratic.....	44	
Lax.....	43	
Firm and kindly.....	7	
Unknown.....	15	
Affectional relationship :		
Indifferent and hostile.....	50	
Warm.....	44	
Unknown.....	15	
C. Cohesiveness of family life :		
1. Unintegrated.....	30	
2. Some elements of cohesion.....	58	
3. Cohesive.....	17	
4. Unknown.....	4	

(Using the social prediction tables developed by Professor and Mrs. Sheldon Glueck we note that 64 of the 109 children had an 86-percent chance of appearing in juvenile court.)

CHART X.—*Type of service rendered*

A. Number of children receiving—	
Diagnostic study only	28
Psychiatric treatment	81
B. Duration of treatment:	
Up to 3 months	6
4 to 6 months	35
6 months to 1 year	20
1 to 2 years	12
3 years	4
4 years	2
5 years and over	3

CHART XI.—*Result of psychiatric treatment*

Much improved	14
Considerably improved	39
Unimproved	25
Remissions	3
Too soon to determine	3

The CHAIRMAN. Does counsel wish to ask any questions?

Mr. BEASER. No questions.

The CHAIRMAN. We are very grateful to you, Doctor, for your presence here this afternoon.

I made a statement a moment ago about a wonderful Saturday afternoon. I meant to say it is wonderful that we have so many interested citizens who are willing to give up a Saturday afternoon to develop this record which is so essential to the work of this subcommittee.

Dr. REXFORD. I am sure you will find that we represent only a few of those who would be glad to do so.

Mr. BEASER. Dr. Krush.

The CHAIRMAN. Dr. Krush, we are mighty glad to have you here this afternoon. I know you are going to make a contribution to this record which will help the subcommittee in its supreme task of writing a report to the Senate, which will be helpful to the Nation.

STATEMENT OF DR. THADDEUS KRUSH, CLINICAL DIRECTOR OF PSYCHIATRY, CHILDREN'S UNIT, METROPOLITAN STATE HOSPITAL, WALTHAM, MASS.

Dr. KRUSH. Thank you.

The CHAIRMAN. Do you have a prepared statement, Doctor?

Dr. KRUSH. No, I would like to make a few remarks, though.

The CHAIRMAN. First, will you state your full name, your title, if any, and your association?

Dr. KRUSH. My name is Thaddeus Krush. I live in Newton. I am the clinical director of psychiatry of the children's unit of the Metropolitan State Hospital in Waltham.

The CHAIRMAN. I have that information before me, but I did want it in the record.

Dr. KRUSH. I have to make a few basic assumptions under which I operate, so that I might explain how we are doing our work out at the hospital.

The first of these assumptions is that the children that we receive are individuals who essentially are mentally ill, and by mental illness

I mean those individuals who have a repetitive inability to get around their problems with what they have got.

Now, this assumption is not always shared by some of my colleagues, so I would like to make it first.

Traditionally we have approached problem people by at least three different methods, the idea of queerness necessitating the hospitalization of the individual who has an hallucination or delusion and so forth.

The idea of badness, in which the individual is regarded as punishable and must make some restitution or atonement to society, and to whom some coercive techniques are applied in his behalf.

Finally, the idea of inadequacy in which the person involved is regarded as not being able to have enough to meet his problem and to which we add something to try to help him in this regard.

I should like to advance the idea of sickness. Actually, all our inner personal reactions are mediated over our brain and in this sense are mental. There is some value in viewing this as sickness because traditionally we approach sickness with the idea of diagnosis and then formulate a definitive plan of treatment.

I am not advocating the abolition of any agency now dealing with juvenile delinquency, but rather trying to define an attitude to be assumed for the problem.

Nor is it intended to advance the medical specialty of psychiatry as the cureall for the present problem.

The CHAIRMAN. It is a very important feature.

Dr. KRUSH. Yes, I consider it so.

Now, we have received at the children's unit in the 7½ years of operation, 1,800 children from all over the State. About half of these come to us through the courts. Out of the city of Boston we have received 410 individuals. Of these, 3 out of 4 are those individuals which you would properly classify as juvenile delinquents.

The remaining three groups are about evenly divided between those with severe neurologies and psychotic problems in children, those who have the constitutional defects or inability to meet the problems of society and those who have some diffused or focal disorganization of their brain.

About three boys are received at the unit to every girl. I think this is largely due to the fact that boys are more outwardly aggressive and therefore come to the attention of society before the girls do.

I think that I might like to state in closing that it would appear more feasible to sort out from the community those children who have demonstrated repeated difficulty in adjustment to various individuals and/or agencies, either dealing with or being a part of their problems.

A child who has been placed in 20 different foster homes in 3 years will not profit by the 21st, no matter how good a home. A child leading race riots will not become less aggressive to response to physical psychological intimidation.

A child attempting to solve his problem by running away must ultimately be confronted by the problem when he stops. A child who feels inadequate in his ability to learn or achieve, is not made adequate by an adult in thinking he could do if he only would.

A child spending more time with his fancy than in dealing with real problems does not snap out of it, nor does a child who is confused

by sexual misconception cease his pattern of activity merely because it is regarded as bad for his health.

I would like to mainly get across the idea that I regard these individuals as sick, in need of study, and then in terms of treatment to try to work out a definite plan.

The CHAIRMAN. Counsel, do you have any questions?

Mr. BEASER. No questions.

The CHAIRMAN. Doctor, I would like to ask this question. You said the ratio between girls and boys is 3 to 1.

Dr. KRUSH. The children that we receive in the unit come at 2.8 to 1, or about 3 to 1. This changes greatly.

The CHAIRMAN. To what do you attribute that fact?

Dr. KRUSH. I think largely because boys' acts are aggressive and outwardly aggressive. Girls' acts are more against themselves.

The CHAIRMAN. Would it not be due, too, to the fact that the girls are more affectionate, have mother instincts?

Dr. KRUSH. No, I don't believe so.

As a matter of fact, in our mental hospitals later on you will find the proportion of men and women is about equal.

The CHAIRMAN. What percentage of our delinquents do you think are mentally ill?

Dr. KRUSH. I think that anybody who repeatedly cannot get around his problems with what he has got, in that sense is medically ill and is in need of study, care, and treatment. So that I would say that all individuals who are involved in repeated acts of delinquency are in a sense mentally ill.

The CHAIRMAN. The Chair cannot agree with you.

Dr. KRUSH. I know this is not necessarily a popular view. This does not mean that we should hospitalize all mentally ill individuals. We should work with them. I am only advancing this as a means of taking an attitude toward the problem.

The CHAIRMAN. Your theory has some merit. The subcommittee would not disagree with that, but certainly I have known delinquents who became great men in their communities.

Dr. KRUSH. Yes, but I regard mental illness as a reversible. I think a tantrum often repeated is a form of mental illness; if it is used again, the same thing over and over again, you become arrested in terms of trying to deal with that problem.

At the time you are mentally ill. At the time you have a grief reaction you are temporarily mentally ill, although most grief reactions resolve themselves quite handily. There is no such thing as normal grief.

The CHAIRMAN. Again I cannot agree with you.

However, you psychiatrists have your theories and we lawyers have ours.

Doctor, we are grateful for this statement and thank you for coming.

Dr. KRUSH. Thank you.

The CHAIRMAN. Monsignor McNamara.

Monsignor, we are very happy to have you with us this afternoon. We appreciate your giving your valuable time to this effort which we are putting forth to help the children of our Nation.

**STATEMENT OF RT. REV. MSGR. THOMAS F. McNAMARA, DIRECTOR,
CATHOLIC BOYS' GUIDANCE CENTER, BOSTON, MASS., ACCOMPANIED BY DR. ALPHONSE C. KALLAN, MEDICAL DIRECTOR**

MONSIGNOR McNAMARA. Senator, it is a great pleasure to be here. I had the opportunity of bringing with me my medical director, Dr. Alphonse Kallan. I had hoped except for the change of time to have my staff psychiatrist, Dr. Bracken, with me, but you will have to be content with the two of us at the present time.

I am Rt. Rev. Msgr. Thomas F. McNamara, director of the Catholic Boys' Guidance Center in Boston.

My address is at the center, 102 The Fenway; I am better known as Father Mac to most of the kids and most of the cops.

THE CHAIRMAN. That is a great tribute.

MONSIGNOR McNAMARA. They don't know me so well by the papal decorative title, much as I appreciate it.

THE CHAIRMAN. When I go back to New Jersey I love to hear the people say just plain Bob. I know how you feel.

MONSIGNOR McNAMARA. I feel that after the plenty of testimony you have had here, Senator and members of the committee, I think of the old story that if juvenile delinquency could have been talked to death it would have been dead a long time ago.

So I come here with some ideas that from our experience may be helpful to the committee.

THE CHAIRMAN. I am quite sure they will be, sir.

MONSIGNOR McNAMARA. Some 8½ years ago His Excellency the Most Reverend Archbishop allowed me permission to start a diagnostic center which we located at 120 in The Fenway, which is the loveliest part of our city, thus giving access on the part of our boys to some of the beauties of nature as well as easy access to the museums, the universities, also the social agencies, the courts and hospitals which are part and parcel of our method of working with these boys.

Now, these boys come to us for study and treatment. During the year 1953, for example, or shall I say during the 8 years of our existence, we have serviced something over 2,500 boys.

During the last year we had exactly 97 boys in residence in our house 24 hours a day, and for varying periods of time. We have in addition to that serviced some 700 other boys during the year 1953.

Now, these boys are drawn from various sources of referral. They come to us from private referrals, home clergy, interested individuals; they come to us from, I believe, all of the children's social agencies in the city. They come to us from hospital units, our guidance clinic, such as the Judge Baker Clinic, the Home for Little Wanderers, the Metropolitan State Hospital.

I happen to be a member of the board with many of these gentlemen who have testified here, a member of the Greater Boston community of youth, member of the advisory committee for youth of the State, and a member of the board of directors of the community recreation service.

So I have been very much interested in the relations of the witnesses, practically each one of whom I have known personally.

We feel that our work is to try and decipher the reasons why this juvenile delinquency or this problem which I prefer to call it, this problem of youth, is existing.

It is not anything terribly new. To be sure, we are having more sporadic outbursts of it at the present time than was formerly so, but 8 years ago it was the opinion of the archbishop that the conditions were such that it was necessary to go to great expense to start this building and to implement it with sufficient personnel and sufficient services to give the children of our community—and we are non-sectarian in nature, and boys from all classes, creeds, colors, come to us for help—he thought it was necessary to give them the best of professional technique, professional training.

In spite of all of this, in spite of a great deal of difficulty, I have been insistent on maintaining that the primary element of rehabilitation of a boy, as with adults, is the religious interest.

I was delighted to hear the fact that you, the first one, Senator, introduced the word "soul" into this discussion on Thursday morning. Now, the spiritual influence we use as an important element of therapy. We have our psychiatric setup; we have our psychological testings; we have our supervised recreation; we have our personalized detention in our own school.

We have remedial reading classes there each week for the boy.

We have the introduction of authoritarian figures to the boys day after day and week after week. We have the culture pursuits even to the extent of our summer setting which is a beautiful camp spot which the boys themselves have constructed in great measure down in Scituate on the south shore.

We have even gone to the extent of allowing them to have square dances down there so we can under more relaxed supervision see their attitudes toward the, shall I say, weaker sex in their contacts with these girls.

Now, over the period of 8 years we find the referrals to us fall into more or less this category: the mental deficient. Now we are getting less of the mental deficient because it is becoming more widely known that we are not set up to handle the mental deficient; but parents or agencies, not knowing that, do send us boys who are screened and in our screening process we make a complete social history, the boy is given psychological testing, all the projective testing and so forth.

Further, they are interviewed and evaluated, both they and their parents, by the psychiatrists.

Then I see both the boy and the parents. Then we start that term and after that if it is thought that the boy is worthy of residence and we can help him, then we turn him over to Dr. Kallan, who gives him a thorough physical examination, X-ray, blood test, et cetera, nose and throat, so to the best of our ability we have some knowledge of what we are dealing with.

Many of these children must be excluded from our home, our institute, our center, because they are mentally deficient, because they have brain injury, because they are prepsychotic and because they are outstandingly, pretty definitely attainable in the diagnosis of psychopathic personality and minor emotional disturbances.

Those are the five categories in which our total referrals fall.

Now, we are not set up to handle the first four of this category, but we do handle the aggressive boy, the depressed or the withdrawn boy, the anxiety ridden boy and the immature boy who in most cases are very few.

In the setting up of this residence due attention has been paid, we feel, and most aggressive for professional technique, to the fact that the spiritual element is the most important therapy.

Time and time again our own psychiatrist realizes his limitations as I realize mine—that is why we have the two of them working together—feels that the manipulation of the center and spiritual fortification, understanding, security and all of the rest of it, is the greatest therapy that can be given to these boys on a 24-hour observational basis.

THE CHAIRMAN. Monsignor, how do you reach into the heart of the aggressive boy with your spiritual influence?

MONSIGNOR McNAMARA. May I answer it in this way, Senator: There are a great many people who feel today that a boy, because he has not an academic appreciation of subjects in school is a bad boy. He becomes a truant. He has through various forces, alcoholism, the broken home, the opportunity for salacious literature, wrong sense of entertainment and so forth and so on—it is a tragedy to think that our fair city should be besmirched by the appearance of certain individuals whom I would not even dignify by naming here. Granted it is not in the field of juvenile delinquency, juvenile delinquents would not be called there, but the fact that adults in this community would allow or would want to see that sort of perpetration on our public stage and in our clubs has a very definite and very deteriorating effect on the juvenile in our community.

Many of these youngsters, many of them, are absolutely incapable of assimilating the ordinary mores of society. They are no more susceptible to the appreciation of respect for authority, whether it be the authority of the church, the school, or the community, because they are, as Dr. Krush has said, boys who have emotional blockages which are tremendously strong. Until those blockages are resolved and until they have a sense of security, of being wanted, of knowing that somebody is honestly and truly going to be trustful to them—these boys, many of them, have been deceived all their lives.

Many people who have been constituted by Almighty God to act as their support and their strength, have let them down and it takes a great deal of patience, believe me, and a sense of humor and sometimes I wonder whether or not the strain is not too great.

So far I have lasted through it for 8½ years—no comment on the side by my medical director—but these boys need a tremendous amount of understanding.

I have had boys sit at the table, at my desk, and for an hour and a half throw everything but the book at me to convince me that they were no good.

“My own mother told me I was no good. Don’t be crazy, there is no manliness in me. I ain’t got any manners. I just ain’t no good and I have to go to reform school and I am going to run away; I am going to run away, until I am sick and tired of doing it.”

Finally after that session, after having thrown everything at me that he possibly can, “The only one that can prove to me you are not a little man is yourself.”

Finally, in 2 or 3 weeks he comes up to me and says, "You know, you can get to Joe So-and-So the same way you did to me and tell him you are interested and perhaps we can get somewhere."

So the emotional obstacles must be obliterated, must be dissolved, a sense of security must be given before any authority.

And I say the spiritual temporal can be advanced; and many times because we can't get these A. B. C.'s in the head, we can't get the moral precepts in their heads, they are put down as bad children.

They are not; they are sick boys; they are emotionally disturbed boys; and we have to give to them time in order to get that away.

Not that I would for a single instant destroy a full realization of personal responsibility on the part of the child with very few exceptions. But they are temporarily sick and will continue to be sicker unless we do something about it.

The CHAIRMAN. But you break this iron curtain through affection, do you not?

Monsignor McNAMARA. Yes; but I don't mean by affection like some of these mothers give affection. There is nothing worse than the overly protective mother or father. They are as bad as the rejecting mother and father.

The CHAIRMAN. I am talking about general affection.

Monsignor McNAMARA. When I found a kid, for example, on his furlough hiking from San Diego because I am in a hospital, to come on his furlough to see me out in St. Elizabeths Hospital a couple of years ago, I think there was something there. It was not a question of kissing him. You can kiss a kid, you can pull their noses, or, as one fellow so said to me, "Father, you promised last week you were going to beat me. You have not gotten me yet," that is the sort of relationship you give these youngsters.

A little fellow said to me—I was down on my hands and knees between a prayer bush and rose bush trying to separate them, and you know what that means, every move you make you get a bramble here and a thorn here—I said, "Why aren't you at work? I got it down. Why do you want to be there?"

"Just to be near you."

That is something that takes a long while, and, believe me, Senator, it takes an awful lot of patience when many times you are trying to—since I am on the air I would not use the word "strangle"—but you have to be everything to these youngsters. You have to be mommy and poppy and everything else to them—wet nurse and that.

The results have been marvelous over the years. You have to be a private detective.

I had a little fellow who came back from Korea. He came back and he had won the Purple Heart and the Silver Star out there. I can remember when he first came in to me. He said, "Father, where do you have those dickey things around here?"

I said, "What do you mean?"

"Those dickey things you hear about."

I said, "Dickey things? You mean dictaphones?"

"Yes; these dictaphones. Where do you have them?"

I said, "We don't have any dictaphones around the house."

"Does Jesus Christ come down every night and tell you what goes on? How do you know so much? I don't know."

That boy came back to visit us with his Purple Heart and Silver Star, and I was very proud of him.

I reminded him of the story and we had a nice confab with all the boys in the house. We introduced the boys who are in our care.

Jimmy Piersall was over there the other night and gave a wonderful talk. Tommy Collins, many sports figures, and many authoritarian figures.

Right here I would like to emphasize what I think one of your pet thoughts is, that we have there policemen working with us on a voluntary basis. I would like to take this public occasion to throw our house open for training and for work to the personnel of the Boston Police Department who come to us on a voluntary basis and we would be delighted to have them join.

Our Don Michael councilors who volunteer one night a week, for boxing, for assistance in every one of these circumstances, if it is nothing more than sit down and talk with the kid or watch how he makes a covered wagon or play chess with him or canasta, or teach him how to play pingpong better.

We have one of our young men working, a man who just received the Massachusetts award as the most courteous cop in Massachusetts. He comes over every Tuesday night and works with us in the wood-working shop with the boys.

For months they didn't even know he was a policeman. He was just a swell guy. He still is a swell guy.

That is the attitude that should be built up between our children and police officers.

So, I publicly offer our house as a training center for work with juvenile delinquency and since the commissioner is on our board, I am sure he would like to hear that.

So the present-day living and the laxity on the part of parents, poor entertainment, literature, delinquency—about 50 percent of our clients have already been tabbed with the note of delinquency and the other 50 percent are well on their way to delinquency.

In the experience of our years we have found that every facet of a boy's life, to the best of our ability, must be treated individually. To that end in the boy's guidance center we have our own academic course manned by the sisters of St. Dominic.

If you don't think that is a problem to put up with a whole class of abnormal boys. Our sisters handle a class of boys who are all recognizably problem boys. That is why they are there; not because they help build churches. These boys, incidentally, are exposed to the influence of the nuns and the house mothers for that material configuration which is so tremendously important in the life of a growing youngster, somebody to look up to, somebody to idealize.

The well-integrated psychiatric and psychological setup, plus a group of experienced male counselors who supervise their recreation, and arts and craft and cultural pursuits, is also part of our program. We expose our boys to authoritarian figures from various categories, Don Michael councilors, men from all walks of life, who volunteer one night a week in constructive pursuits such as photography, arts and craft; seminarians who come and spend 2 hours a week with our boys and act to them as ideals, dissimilate their thought in the youngsters' minds.

It might interest your committee to know that in our National Aquarium Magazine, this month's issue, Dr. Kallan and my assistant, Father Roche, have an item in it on the tropical fish as a form of therapy in the treatment of emotionally disturbed boys. We have five aquariums down there that the youngsters are tremendously interested in. It teaches them the facts of life, as well as a source of hobby.

Sports figures and police figures, all of these individuals who come to us, are examples of exposing these youngsters to the idea of authority and they learn in the easier way. But rejections and lack of religious training, partiality, that brings about a sibling rivalry.

I would plead time and time again, although first of all, I would compliment the superintendent of schools and his wonderful school system and their acknowledgment of the exceptional child and establishment of the juvenile adjustment bureau and bureau of test and measurements, that public concentration has not been sufficiently strong on these features of the educational system to give the exceptional child noted in the early grades some opportunity to work with his hands, some opportunity to do something. He is pushed aside because he can't learn and he is made to feel he is no good and as a problem boy he becomes the truant, as the truant he becomes a runaway, and as the runaway he becomes the thief.

We are logically educating in a vicious circle juvenile delinquents when we should be stopping them at the source.

I think that Federal funds could be very, very well used. Of course, we could use them as we have some, that thank God, through the department of mental health we have some assistance in our psychiatric setup. We could use a great deal more in the psychiatric, sociological and psychological factors.

But I do feel that one of the great needs of our great Commonwealth is a place for psychopathic personalities or a prepsychotic child, of which 85 percent of the total population of our prisons is made up.

There is no place for that child. He is not committable and yet he is not wanted in society and he should not be allowed to roam around in society until he commits a further crime.

I do feel there is a tremendous need for investigation survey, and expenditure of funds in a tremendously large amount.

Just to conclude here, this Christmas I had the most heart-raising—and believe me, you need it many times—response from all over the world, Oslo, Norway; England, Alaska, Philippines, Honolulu, from boys who are in the service at the present time, plus the visits from many boys.

One youngster's wife wrote me and told me she has the most wonderful husband and two children now, as a result of the training that he received and the principles that were inculcated in him at the Catholic Boys' Guidance Center.

This letter will be a surprise to you. Do you remember when I was back in the center in 1947? I made a mistake when I left the center and got in a series of jams.

Now, this was a boy we would have considered we failed on—

It just about ruined my life. I dropped into your office and you remember you called the Army recruiting officer. They told me I would have to wait 6 months to join the Air Force. However, I did, and last November I joined and things have been going good for me. I hope it gives you satisfaction to know that I

finally have gotten squared away. Everyone is so happy that I am making out. It cuts out a lot of lonesomeness if a kid has a friend that thinks of him and if you have any boys there now who have no families of their own, I would write to them.

If you think the idea has any merit, let me know. I sure would be pleased to hear from you.

This is a boy out in the West that would like to have contact with our boys. For example, my youngest counselor in my house is a boy who came to me 8 years ago last December. I am proud of him. He came to me as a boy. He became Paul, he became "Mr. Assistant Counselor," and now he is "Pa" to all the kids.

I think he is a marvelous influence in the house. That is the sort of stuff we like to feel we are leading them up to.

We are not 100 percent successful, would the Lord that we were. But we have, I feel, contributed a great deal. That is not the point.

The point is that we have to get the community aroused. We are trying to instruct them in our own small way. The doctor, my psychiatrist and myself form a panel in which we go out lecturing. I am constantly speaking before parent-teacher groups, before religious societies.

This month I was down to the Society for Prevention of Cruelty to Children to give them some idea and appreciation of the problems that these youngsters who are emotionally upset are trying to handle unaided and it is up to us to aid them.

The CHAIRMAN. Monsignor, you are doing great work. I know the thrill which a letter like that brings because I have the privilege occasionally of receiving letters from the boys I have been able to help. There is not any work we can do in this world that is more profitable.

Monsignor McNAMARA. I know a gentleman came to me on this full-page spread of pictures here in regard to our work down there in the arts and crafts and the hobby work, and particularly the primary interest is on the spiritual.

I remember, when I was down as a delegate to the President's White House conference, I was put on the "tough-to-handle" panel. We had quite a discussion down there because a lot of people did not want the word "religious" entered into the orientation and the training program for people who are handling youth, and they objected strenuously to the word "religion" being introduced in the training of people who are in turn going to train our youth.

Logically, may I say first things should come first and if you can't teach a child the respect of God, of the authority of God who made him, then how can you expect to teach him respect for any other authority?

I remember there were a number who objected. They wanted to substitute the word "ethical" or the word "spiritual," but they ducked the word "religious."

There was a non-Catholic man from California. He said, "I think we had better stick to the word 'religious.' In our past experience we have had spiritual affiliations with the Devil, and that is enough."

So I think religion—not religion because I happen to be a Catholic priest, but the old-time religious belief that God has created us and we have a responsibility to Him—the reinstitution of that, the reindoc-trination, orientation of our parents, or our family, of the people who are running our entertainment bureaus and so forth, that if they are indoctrinated our children won't need any special courses.

They will get it by absorption and by example as they do everything else.

The CHAIRMAN. Our Founding Fathers gave us a model if we would only follow it.

Monsignor McNAMARA. In God we trust, and we have pretty much neglected it.

The CHAIRMAN. With that I agree, sir.

Doctor, do you want to add to Monsignor's statement?

Dr. KALLAN. I would not have too much to add except that my experience in this type of work has been limited to the physical examination of these boys. My observation has been that this type of work has to be taken on by people who like it, people who don't care too much, although that is a necessity, I understand, whether they get \$3,000 a year or \$2,000 a year.

It is a 24-hour job. Unless you put 24 hours a day at it, I don't think you can do a very good job.

The CHAIRMAN. It is a matter of dedication, is it not?

Dr. KALLAN. I think so. I think when you get people interested in this type of work for the money, and there are those who are interested in it for the money, they are in the wrong profession.

Monsignor McNAMARA. There is nobody that more quickly can decipher whether you love a kid or whether you just work on another job.

The CHAIRMAN. The kid knows.

Monsignor McNAMARA. You bet he does.

Dr. KALLAN. I saw a 13-year-old boy, redhead, did not have a sound tooth in his mouth. He came in for his physical examination in my office. I don't usually take the blood test, but my nurse came in and said, "I can't do anything with this boy. He won't let me take his blood."

I called the mother in the office. She was a high-heeled stocky female, dabbing her forehead with her handkerchief. While I was there he called her every conceivable name that you can imagine.

The poor mother was just blushing and not saying a word. So I asked her permission to take this boy's blood. I took the boy's blood. I sat on him while he was on the floor and my nurse took the blood.

Then I related the incident to the Monsignor and quoted the boy as to the things he said about his mother. The only comment he had to say was "He was right."

The aftermath of that is this: This boy finally went to the dentist, had all his teeth removed at the age of 13, and became one of the nicest boys you ever would want to see. He is now in the Air Force, shooting down bombers, not biting them down.

The CHAIRMAN. Doctor, you don't believe that all these delinquents are mentally ill, do you?

Dr. KALLAN. You and I may have a different definition of mentally ill. I think if you would ask me, is a person with a cold ill, yes, he is ill. In that sense, I think mental delinquents are ill, but it is not an irreversible process.

They are ill in that they are not conforming to the normal behavior. I am speaking as a surgeon, not as a psychiatrist right now. I think that they are in the loose sense of the word mentally ill, not committable

to be sure, and their mental illness is reversible. It is not a process which is irreversible.

Monsignor McNAMARA. The emotionally disturbed we prefer to call it.

The CHAIRMAN. I can go along with that.

Dr. KALLAN. When you disagree with the diagnosis of mental illness, I think you define mental illness too rigidly.

The CHAIRMAN. I am too much of a lawyer.

Dr. KALLAN. I don't know how much too much is.

Monsignor McNAMARA. We prefer to refer to our boys as the problem boys.

The CHAIRMAN. We certainly are indebted to you gentleman for coming here today. We appreciate it very much.

Monsignor McNAMARA. We appreciate the chance. We hope our experience has been of some value.

Thank you so much.

The CHAIRMAN. Very inspiring, Monsignor.

Mr. BEASER. Rev. Earl Douglas.

The CHAIRMAN. Reverend Douglas, we are happy to have you with us this afternoon.

Will you state your full name, your title, and the association you represent here.

**STATEMENT OF REV. EARL DOUGLAS, EXECUTIVE SECRETARY,
CITY SOCIETY AND METROPOLITAN AREA MINISTERS OF CONGREGATIONAL CHURCHES, REPRESENTING MASSACHUSETTS COUNCIL OF CHURCHES**

Reverend DOUGLAS. I am Earl Douglas. I am the executive secretary of the City Society and Metropolitan Area Ministers of the Congregational Churches.

I am here today representing the Massachusetts Council of Churches.

The CHAIRMAN. Please sit down. I have been addressing you as "Father." I suspected you were an Episcopalian.

Reverend DOUGLAS. Actually, sir, I have been a little embarrassed, because Dr. Krush and the Monsignor who have just testified serve with me on various boards and commissions. So that titles of one sort or another are not matters of importance.

We are trying, however, as a team, to do a job in our city and we are very solicitous about an accurate interpretation of the affairs of our city, once we find ourselves being looked at by a group of many people from many places, even as estimable as New Jersey.

The CHAIRMAN. We are looking at you with the most friendly eye, I assure you.

Reverend DOUGLAS. About 20 years ago the Boston Traveler was running a little contest for boys and girls. This contest was to have the best letter written and I believe they were giving out war bonds in those days to the boys and girls for good workmanship.

The question was to have the boys and girls tell us in the community something about delinquency, and the why of it, and possible cures.

The little girl who won the contest, a resident of Brighton, Mass., 14 years of age, said many things that other children had said con-

cerning an opportunity to bowl and to dance and to have recreation, proper supervision, and all that.

She concluded her statement, however, in this way:

Thank God, my mother and father have brought me up to know what is right and what is wrong. I can go out on the weekends, but I have to be in at a sensible hour. My friends have cleaned out a cellar and made a playroom, it keeps us out of trouble and it is loads of fun.

Personally, I feel that that child has given us the kind of common-sense that we need even in spite of all the new schools of thought concerning the ambiguous inner and outer circumstances controlling or causing the delinquent pattern.

It is my firm opinion that the child had something to say we all need to hear.

An agency representative employs a staff of 23 people to go in and out of this community as they have been doing now for 145 years, moving in and out of the community as religious social workers, working with families and individuals and their problems.

It means that while we do not operate an institution like my friend, the Monsignor, it means that we do utilize agencies like and including his own to serve our boys and girls.

We are working with the police, the probation officers, Big Brothers, youth service board, temporary home placement in our city, all of these various agencies.

At the same time, we operate camps for boys and girls, healthy normal boys and girls of all races and creeds.

In the city we operate activity involving several thousand children in their recreational free time and use several hundred volunteers to do the job. All of this tends to bring into my office in the course of a week a whole variety of referral problems, concrete ones.

The little child whose father has deserted, the little girl whose mother is an alcoholic. And may I say among our problems there is none we find more acute or more basic in the delinquent parent than alcoholism among parents and particularly among women, the preschool children where one of the parents is suffering from premature illness, where the prognosis is zero, the 12-year-old child whom this very week was forced out onto the street by an alcoholic mother and 1 of our workers was called out at 2 in the morning to try to make a temporary stopgap until the mother could sober up and the child return to her home.

The little girl referred in by the police or the crime-prevention bureau. The child hates her father. The child is truant, and truancy and its relationship to the delinquency pattern is obvious to students of the matter.

We all realize how close this comes to the practice of religion and interest in all forms of religious activity.

I think one of the programs that has interested me most in the last few years, a program I believe sponsored by an Episcopal church, which has a little quotation by which they conclude their program, they say, "Families that pray together, stay together."

We feel that that program has a message that is very vital.

Now, that is in vivid contrast to the shambles that we are forced to get too often in the secularist type of home where the concept of God and the meaning and purposes and values derived from that concept are very remote indeed.

Two years ago I wanted to see how the judges in Boston felt about this whole matter, so I wrote as the representative of the Council of Churches to all of the judges in our municipal courts. I asked them one simple question. Here it is:

Certain denominational leaders are seriously interested in knowing what real value would be attached to the further availability of Protestant chaplains in your court to serve young offenders and their families. In view of our existing commitments it is imperative that we avoid attempting any new work unless that work is of the vital importance in the eyes of the public authority directly responsible.

This communication went out and let me say to the credit of the judges we received answers from all of the judges, categorical answers, to the six questions that follow, specific questions concerning that service.

We had one interesting answer, or a portion of an answer I would call to your attention, Senator. In 1949, the judge of the South Boston District Court says he had children from known Protestant background amounting to 1.49 percent of the total intake of the children in that court. 1.49 percent, not quite 1½ percent of the intake.

We are unequivocally committed to the thesis that church identity, church relatedness on the part of the boy or girl, is of tremendous significance in the prevention of delinquency. The church delinquent child does not present a very big problem as far as the Protestant Church is concerned within the political area, the city of Boston. There are many theories, outward, inward, and so on, but our experience on the power of the closely knit religious group indicates that the child may come up in the most horrible, socially pathological community setting.

We have right now, and we could name community after community on that map over there wherein we have small struggling religious groups where if one goes in and identifies himself with a group of adolescents he will find a group spirit and esprit de corps among those young people and a sense of values and of discipline that would do honor to the very finest community that I know of anywhere in New England.

The values that are manifested in this sort of situation enables these children, some of them, to live over barrooms and to live in the most horrid circumstances and yet come out the most charming young ladies and the most promising young men I have met anywhere in metropolitan Boston as I carry on my work day to day.

I have heard some comments today and regrettably I have been busy at my work, so I have not been at your other meetings. But I have a word I do want to say, after 11 years in this city and that is because of the fact we have to deal with so many acute problems needing immediate attention, I for one, have found the Boston Police Department above reproach. We have never yet gone out looking for action. Now, I am not talking as much in the preventive field as deliberately dealing with concrete problems as they arise, never once have we failed to receive the kind of gentlemanly and effective treatment and response which one could ask.

I am proud of this field of service. As the population shifts in our city, and it is shifting, one wants to know more about it.

Right now I am sending out workers to do nothing but look into these housing projects. Every one of these housing projects right now is being subjected to the gracious or ungracious efforts of the city missionary society that I represent.

Actually, the last calling unit represented 1,016 calls in 1 of our housing units. I think it is more than symptomatic to note that of those 1,016 calls made by the worker, only 3 of these families failed to give some religious identity. Only 5 of 1,016 refused to give any answers.

I think regardless of the good of the service that one might be purveying he might say that is a most estimable experience.

What we do with these, when we discover the unrelated boy or girl, regardless of his background, we send out letters to the appropriate religious leader involved in that area and call to his attention the presence of John, Mary, and Jack, and request that they be given the services of that particular religious group.

May I say in closing that it was during the war that we first began having an intensive interest in the changing problems of our boys and girls and it was, of course, due to the tremendous influx of young men in our city. In cooperation with St. Paul's Cathedral we used a great department store behind the cathedral and set up social services for young people here, but before we were through with that project we were serving 11,000 boys a month, and bringing in hundreds of young women from the metropolitan area's junior hostesses, providing intelligent, well-supervised, appropriate recreation for these boys and girls.

Our experience there made us more alert than ever. We have not forgotten what we learned through that process.

We have tried through the Massachusetts Council of Churches to maintain a sustained interest in this whole thing. Here during the last few months we have sent out to 7,000 clergymen and educators a whole series of brochures and information to be used in local churches.

Now, the church, we feel, is still the cell, the central unit, which has to alert the larger community. We have sent out these things to different publications that give basic information on the predelinquent pattern, the predelinquent child, the things that need to be done. We are busy alerting the larger community concerning what we can do to improve our present condition.

At the present time our Massachusetts Council of Churches is seeking 50 new foster homes for temporary and short-term placement under a supervised process. We are trying, as it were, to discover a grassroots interest in participation throughout the area in this whole problem.

The Massachusetts Council of Churches has also set up a department to do nothing else but analyze legislative processes and administrative processes in the Commonwealth of Massachusetts to lend its tremendous support to those resources that seem to be working for righteousness, order, and decency.

I don't know when I have been more thrilled than I was with this little pamphlet that came to me, called Mass Action, gotten out by a group of adolescents in the Commonwealth of Massachusetts under a single denomination. There are 35,000 young people in this movement and the main project in these young people for the current year is to deal with the problems of juvenile delinquency.

Now, I am talking about adolescents dealing with the problem and 35,000 of them is a pretty sizable unit. They are taking this kind of material and utilizing it throughout the metropolitan areas of Boston and way off in the hinterland, as it were, of Massachusetts, seeking methodically, by study, discussion, referral to appropriate agencies, to actually get to the root of the problem.

The CHAIRMAN. Are you sending out any of the pamphlets that have been developed by the children's bureau?

Reverend DOUGLAS. Yes, sir; we are.

The CHAIRMAN. They are splendid publications.

Reverend DOUGLAS. Miss Eliot and her predecessor have both been here and have talked to reputable groups whom we have called together in the city.

The CHAIRMAN. She is one of your distinguished daughters.

Reverend DOUGLAS. She certainly is and we love her.

If I may say in closing, something has happened in Boston in the last 10 years, and we are proud of it. We find it in the recreation development, in the park development, in the police department and particularly in relation to the school department.

There is a new awareness and new effective utilization of the total resources of our community, playground, recreation areas, and so on. We are working I believe in this city today as a team. We have our goals. We know what they are. We don't know all the answers by a long shot, but we are busily engaged in trying to find them.

The CHAIRMAN. Thank you very much, Doctor.

Counsel, do you have any questions?

Mr. BEASER. No, thank you.

The CHAIRMAN. Mr. Bobo?

Mr. BOBO. No questions.

The CHAIRMAN. As I said at the outset, we are grateful to you. You have made a contribution to the efforts which we are making to try to solve one of the greatest problems in the Nation today.

Reverend DOUGLAS. Thank you, Senator.

The CHAIRMAN. Now, I am not going to be able to preside during the testimony of the next witness, because I do have to leave to make a plane, but I am going to risk a violation of the rules of the Senate. I am going to put the meeting in charge of counsel, with the hope that when the subcommittee has its full meeting, they will unanimously authorize the statement of the next witness to be included in not only the testimony, but the report.

I know that Professor Morris will render a distinguished account of himself.

I want to say this before the Chair leaves. It has been a great privilege for me to come back to this old historic city and to be in the State of Massachusetts which has produced so many of America's really great men. It has been a privilege for me to serve in the Senate of the United States with Leverette Saltonstall and the distinguished junior Senator from Massachusetts.

I frequently call Leverette "Salty" and he is really the salt of the earth. I say the same thing for your venerable and distinguished Governor, Mr. Herter, who served in the House when I first came to the Senate of the United States. You can be mighty proud of the man who represents you in your Nation's Capital.

It has been grand to have had the privilege of coming back and visiting with you.

You may proceed, Counsel, and I will take a chance on violation of the rules.

Mr. BEASER. Thank you, Mr. Chairman.

Professor Albert Morris.

On behalf of the subcommittee with the authority I have been delegated, I want to welcome you here this afternoon. Would you state for the record your full name, address, and your position.

STATEMENT OF ALBERT MORRIS, PROFESSOR OF SOCIOLOGY AND ANTHROPOLOGY, BOSTON UNIVERSITY

Professor MORRIS. My name is Albert Morris. My address is 176 Hillcrest Road, Needham, Mass. I am professor of sociology at the Boston University, and chairman of the department of sociology and anthropology.

Mr. BEASER. Professor, you have been asked this afternoon to summarize briefly the testimony and statements that have been presented during the course of the last 3 days. Will you proceed?

Professor MORRIS. Yes, sir. I think it should be clear that I am not here representing the Boston University or any agency, but I have come at the request of the committee to make a summary statement.

I presume it would not be desirable for me to try to repeat what is best examined in the words of those who have given it.

Rather, it is my task I think to do very much what a judge might do in a Federal court, comment on the weight of the evidence and perhaps on the credibility of the witnesses.

I approach that task, I must confess, with humility and with awareness of a good many limitations. On the other hand, I do it, knowing that it would be a disservice to this committee if I were not to be completely frank in my observations.

What I shall be giving you, of course, is one man's opinion. I hardly expect agreement with it. The committee will have to decide what weight to give to it.

I do hope the committee may find it a stimulus to its own thought. Anyone who has sat through these hearings must be impressed by the number and variety of agencies that are concerned with the problem of juvenile delinquency in this community and with the amount of sincere and earnest thought that is being given to it by public servants and by lay people.

However, although the results of their thinking and their efforts are undoubtedly often good and helpful, I think it is not sound to equate good purposes and good intentions with good accomplishments.

The efforts of the committee to understand this general problem are confronted with the number of limitations. When a man is sick, especially if he is afflicted with some more or less obscure ailment, he is apt to get advice from a good many different sources. His physician and his friends all tell him what to do about it.

Very often that information and that advice is conflicting and he would be in a difficult position indeed if he tried to accept all of it.

So the committee has the difficult task of trying to decide what, among the information, opinions, ideas, that it has heard, is most worth while; to what to give most weight.

I gather that in part my task is to offer at least some help in that direction.

I quite agree with Dr. Ewalt's statement that basically we yet know very little as compared with what we need to know about the cause of delinquency and about effective methods of control. So no one is able to tell the committee some of the things that we would like to know simply because the information is not available anywhere.

The combined knowledge of man is inadequate at the moment. I think the committee also will recognize, as it goes over the testimony given here, that there are represented among the witnesses differences in knowledge and experience and skill.

I would suggest that one has to make a distinction between verbal skill and skill in practice also.

Some who tell a good tale confuse their skill and their articulateness in a verbal sense with their skill in doing a good job.

I think also one has to have in mind that there are various interests to be served, various legitimate interests.

One has to protect the effectiveness of his work in the community by not treading on toes that are sensitive and that would respond in such a way as to make it impossible for the person to go on in his work. There are differences in habit of approach.

There are some people whose scientific training has been such as to make them highly critical and objective. There are some others who let their emotions, their feeling of local pride or patriotism, or whatever it may be, get into the picture.

As I listened to the testimony I became aware both of errors of fact which can be checked by anybody who cares to check them, and also by the constant repetition of certain kinds of statements that have come to be accepted merely because they have been repeated for a long time, but which have not been checked and some of which I think are of doubtful validity.

Many of these, of course, are of relatively little importance in terms of their effect upon any conclusions the committee might reach.

For example, a statement was made that the Boston juvenile court was the first one. It is a nice bit of local pride, I suppose, to make that statement, but it flatly is not so. There were juvenile courts elsewhere before Boston had them.

We hear statements such as were made the other day about crimes costing us \$15 billion. It costs a great deal. The statement that it costs \$15 billion is completely worthless and valueless. I make that statement of mine, incidentally, on the basis of the fact that I directed a small part of the National Committee on Law Observances major study on the cost of crime some years ago and time simply does not permit an analysis of it, but the bald fact is that that statement is not worth much of anything.

It is a shock-type of statement, but not one that has any accuracy at all.

Facts such as were requested for detention homes are obtainable. At the time the question was being asked Boston had a detention home with a capacity for 50 and at the time testimony was being sought as to whether it was used to capacity, there were 22 people in it. That could have been ascertained.

There are other facts which I won't go into which perhaps have more import to the work of the committee. I leave it to the committee

to find out which are facts and which are merely statements which appear like facts because they were given with conviction.

There are other kinds of statements that have been made which one questions at his peril, and yet if we are to get anywhere in this field we have to recognize platitudes for what they are.

For example, with reference to the values of patriotism and religion and so on with reference to delinquency. I want to make it quite clear here that I am very much in favor of patriotism and I am very much in favor of religion. I have even studied at a school of theology.

But statements like that are a bit like saying, it is well to have good food and proper exercise. Everybody can agree with them, but what constitutes patriotism, what constitutes religion, what constitutes good food, good exercise? Ovaltine is used in hospitals, so the advertisers say, but a friend of mine who was allergic to eggs took some and put himself in the hospital by taking it.

Doctors write papers on iatrogenic medicine, that is on diseases caused by activity of doctors with reference to their patients. Anybody who has had any experience in this field knows that social workers, psychiatrists, priests, occasionally in fact are contributing to delinquency by their behavior in dealing with it. Not often. They are not a major factor, but that side of the picture needs to be recognized.

There is a kind of love that is still called puppy love, an adolescent kind of love which seeks constant assurance that it is right, which seeks constant reminder that one is loved, that you love me alone.

A more mature sort of affection is that which one finds among people who are happily married and who don't need to tell each other 5 and 6 times a day they love one another, but they have a deep and abiding sense of security in one another's affection.

There is a kind of patriotism which is adolescent and which requires constant attention to historic symbols and flag waving.

There is a much deeper and more mature sort of patriotism. There are differences in the quality of religion, also.

May I point out that in the Southern States of the United States you have an area that is noted for its patriotism fervor, I suspect even more than this community, and notably also for its strong and fundamentalist religion.

It is also the area that has the highest delinquency and crime rates in the country.

May I point out also that if you make a social welfare index of the States of this country rather similar in its type to the economic cost of living index: in other words, if you take such indices of social well-being as the proportion of youngsters who complete high school, per capita expenditure on libraries, per capita income, proportions of home ownership: that is, these evidences of general social well-being, and you grade the States in proportion to their well-being on this index, and then make some correlations, you will find that those States that rank highest in social well-being have the highest proportion of doctors, nurses, social workers, and other people whose training has been basically scientific.

And at the risk of being completely misunderstood, because figures need interpretation, may I say they are in inverse proportion to the number of ministers present. Now, that does not mean that it is because the ministers were present in one place or the scientists were

present in another that these rates are true, but I merely say that it raises a question about the easy assumption that if you have some of these things you will therefore get rid of delinquency.

May I point out, also, if you will allow a bit of history, that all of us recognize and we still teach in our universities the ethics of Plato and Aristotle and Socrates and some other folk who lived in societies in which the gods and goddesses were so immoral that we would not let them in the United States under our present immigration laws. These people of intellectual and moral character lived in societies in which there was not a recognition of a divinity who is good and just.

And I merely call that to your attention to suggest not that religion is not desirable, it is most desirable, but rather, that one must examine these easy statements with much more criticality if one is not to be misled by them.

Now, to get the right answers you have to ask the right questions. The chairman of this committee, and I regret at this point he has left, repeatedly asked witnesses what is the chief cause of delinquency. Now, that is a bit like asking a doctor what is the chief cause of sickness. You can answer it in very broad terms which are meaningless, but nobody goes out to try to cure sickness. You go out to cure a case of scarlet fever, heart disease, cancer.

Delinquency is not a unit thing. It covers a great range of behavior even when it looks the same on the books.

You bring in a youngster for stealing from a 5-and-10-cent store. It means one thing. You bring in a youngster who has been stealing ladies' underthings from a clothesline; it means a sort of different thing. They both look alike. They both may be called stealing, but the cause and cures of the two kinds of delinquency are far from being the same.

Now, I can best justify some of these criticisms and make some more constructive suggestions, I think, by reference to a study which has been mentioned here in these meetings, but which has not been described. That is the study which is referred to as the Cambridge-Somerville Youth Study, and which involved very elaborate procedures over a period of 12 years, which I simply cannot discuss in any detail here, but I will try to give you very briefly enough to support what I want to say.

In the first place, in the cities of Cambridge and Somerville, which are adjacent to where we are now, some 62,000 youngsters were gathered together. These were youngsters who were troublesome. Eventually by a process of selection from this group of 2,000 youngsters, smaller groups were obtained, 2 groups numbering 325 youngsters in each.

In these 2 groups there were youngsters 50 percent of whom were regarded as seriously troublesome children by 3 groups who studied them; one, their schoolteachers who evaluated their conduct; two, a group of clinical psychologists; and three, a group of people who were experienced in juvenile delinquency.

Fifty percent of these youngsters were just behavior problems. Another 8 percent were borderline. The rest were average youngsters, not angels, but not in any serious difficulties.

When a youngster of this sort was found an attempt was made to get his mate from among the total of 2,000 that the group worked with. That is, he was matched with another youngster of the same

age, the same grade in school, whose parents were of the same religion, who came from the same sort of neighborhood, so that we would have what is called a control group.

As a result, two matched groups with 325 children in each group were obtained.

Now, one group remained simply as a series of names in a card catalog. The other group received the benefit of all of the agencies of the kind that have been talked about in this room here, recreational agencies, settlement houses, YMCA's, and so forth, that were available in the community, together with the careful oversight of exceptionally well selected and trained counselors, the cooperation of the families was obtained in all but 30 instances, many new devices which might conceivably be thought of as helping to prevent delinquency were invented for their benefit.

The youngsters were under this kind of care and assistance for an average period of something under 5 years, $4\frac{8}{10}$ years.

Subsequently, an attempt was made to find out what became of them, It appeared that 70 percent, and I am using round figures here, 70 percent of the youngsters who had received the benefit of this training were in no further trouble with the police, the courts, or any other agency.

Now, that is the kind of statement that so many of our agencies make and like to make. But the difficulty was that 70 percent of those who received no treatment also were never in any further trouble with the courts, nor with any other agencies. In fact, the group that had received all of this careful treatment by all of the kinds of agencies whose members have been represented in this hearing here, had slightly more court appearances than the 325 who did not.

Now, what does that mean? It means what is already supported by figures before you, that the great weight of the community forces that make for social control, the normal influence of the family, of the school, of the church, all of the pressures of the community pretty well kept most of us in the line of approved behavior.

That is why only 2 percent of the youngsters in Boston are delinquent. It is why even in the poorest neighborhoods from the standpoint of their rate of delinquency, 96 youngsters out of 100 do not become delinquent, though they are exposed to all of these influences.

Now, this means I think that although the Boy Scouts, the Girl Scouts, the settlement houses, the recreational people are all contributing they are but a part of a total influence that makes for good behavior in our society and does it very successfully.

Now, if we are to go beyond that and cut the incidence of delinquency down any further, then we have to stop talking platitudes and get down to the business of seeing more specifically what can be done.

In the first place, we need, of course, to mature our thinking with reference to this problem.

I mentioned earlier that one does not go out to cure sickness, but we talk about the causes and cure of delinquency. If somebody went down to the Rockefeller Foundation for Medical Research and said, "Give me \$200 to do research in the prevention of sickness," do you suppose he would get it? No, of course not.

He has to say "I want to do research in heart disease, polio, or multiple sclerosis," or something. What we need here is to attempt to break down delinquency into types, and we begin then to work on them

patiently and over a long period of time to get the knowledge we need that we have not got now.

Meanwhile, we go on doing the best we can with all of these agencies, but let us not kid ourselves that by putting on a few more people here or there we will greatly change the pattern, any more than if we added a few more nurses to the staff of a hospital or opened up two more baby clinics, would we seriously effect the general public health.

It is not until research people discover penicillin, sulfa drugs, new techniques, and the like that you begin to lift medicine on a high plateau, and it is not until some people go to work on this problem concretely, specifically, with adequate funds and support that we will get what we need.

Now, also we have to have reasonable expectation. When we seek funds for the prevention and control of delinquency we generally have to persuade the public that if you only give us this help we will reduce delinquency in your neighborhood. We will do it in 3 years' time, and they expect us to prove it.

And we tend to oversell our product. Now, we have to be much more reasonable in our expectations. This Cambridge-Somerville group I referred to was one in which 40 percent of the youngsters upon careful study received no observable or identifiable benefit whatsoever from the careful training and care they had had.

On the other hand, 20 percent did. But why did 20 percent receive the training? Because they happened to be the ones who were susceptible to that particular sort of approach.

How can you know what a person will do when on probation, what person requires some other sort of treatment, until you know a good deal more about the specific causative factors and controlling factors than we now know.

We need to be content perhaps for a while with each more limited and specific benefit than cure or control.

If I get sick, if I have pneumonia, I call a doctor; he treats me. I feel better because he is there. Psychologically he gives me a lift. The chances are if I stayed in bed I would get better anyway. Maybe I would get better with fewer after effects because of his coming.

At any rate, whether because of his coming, or in spite of it, I get better. I pay his bill. I feel satisfied. Two years later I get pneumonia again. I get some other sickness. Do I say medicine has failed. Yet we expect some how to grade our agencies as failures if, having received a youngster who is delinquent, they don't forever after keep him from committing another offense of the same sort or of a different sort.

This is a most unreasonable kind of expectation which we do not have in any other field.

Now, we obviously need a much greater variety of methods of treatment. Our methods of treatment are pitifully few and simple and immature. And they are not standardized.

You put a person on probation. When you send a person to a hospital for an operation for appendicitis, although there are differences in skill of different surgeons, every person gets essentially and basically the same kind of treatment.

But when you put a person on probation he may get vastly different kinds of treatment in one jurisdiction or at the hands of one probation officer from what he gets in another.

Why is this? This is in part because we don't have the knowledge to develop acceptable standardized treatment and in part, of course, because the people who are working the field don't even know what is available at the same level.

So there is needed a professional training which will take advantage of what knowledge is now available.

Professional people ought to know what is going on.

Let me again give you a specific example. I spoke one time a while ago to the police force of a community not a million miles away from here and particularly to a group in that police force whose job was dealing with juvenile delinquency. In the course of my remarks I mentioned the Judge Baker Guidance Center. Dr. Gardner of that center has testified before this committee.

After the meeting was over the captain in charge of this delinquency prevention group came up to me and said, "Would you mind giving me the name of that judge—that place you mentioned?"

Now, what would one think in a professional meeting of nurses if reference was made to Mayo Clinic or Leahy Clinic and the nurse came up and said "Would you mind telling me the name of that clinic"?

What would you think of the school teacher who would not know what is going on in the area in which they are working? Doctors, lawyers, teachers, other professional people exchange professional information. They have journals. Where are the journals in this field? Where is the extension of professional knowledge?

Of course, it is not sufficient to have a professional knowledge alone. One needs to have skill in its application. One needs to have a love for people. But one does not have to choose between having professionally trained people on the one hand, and people who are fathers of children themselves on the other. One may have both.

I suggest that we ought to get both as fast as we can.

Now, such knowledge as we have is not, of course, evenly disseminated at the present time, and is not therefore being used to the full.

I have heard a statement made here repeatedly, for example, that the family is the source of delinquency, the chief source of delinquency, perhaps. Does anybody ask, What makes parents incompetent as parents? What makes the family bad? Some of these parents themselves were delinquents before. What kinds of parents will the present delinquents make when they get to be parents? What is the source of parental inadequacy, parental failure?

Well, in part it is due to ignorance; in part it is due to other kinds of limitations. Some of the parents are neurotic. In part, of course, it is also due to the fact that the family is existing in a changing society and is a relatively weak kind of institution at the present time. What do we have to do about it? The family fails, so instead of helping it to assume its responsibilities, to make its adjustment to a society, which poses vastly more complicated problems to them who would be parents than was posed in Colonial Boston, instead of assisting them to assume their responsibilities, we take them away. We let the religious instructions go in the churches instead of the home. We turn over other problems to the schools and our advertisers publish on television and in the press very beautiful advertisements showing a push-button kitchen with a woman all dressed up in her best clothes at 9 o'clock in the morning, saying, "You, too, can leave this horrible

place and get away from your home as fast as possible if you only have the equipment."

Of course, that helps to support the family.

I have talked too long. I come back to the point that I wanted to make, first, that there has been developing, and this Cambridge-Somerville study is a sample of it, it has been developing very rapidly, I might say, during the last 25 years, but over a period longer than that, a genuine science of human behavior.

It is to social work and to the practice of the treatment of delinquents what biology and chemistry are to the practice of medicine, the basis of the fundamental knowledge with which these practices have to be consistent.

We need to develop that social science much more rapidly than it has been developed. We need to spend a tremendous lot of money and effort on it.

Then, of course, within that area, we need to do work that is specifically related to what we need to understand with reference to the sources and control of delinquent behavior.

Now, the question comes, Can we afford the money and the personnel with which to do this? Can we afford so many people in service occupations, that is, so many people as teachers, nurses, social workers, clergymen, and the like, as distinct from people who are producing the goods that are essential to subsistence?

Well, it is a matter of allocation, proportionate allocation of funds, I would suggest.

Perhaps we in the United States prefer to change our cars oftener, to have color television, to have tobacco and cocktails rather than to have more teachers, more social workers, more ministers, all of them better trained than the ones we have now.

To some extent, of course, we are parasitical on the altruism and the love of humanity which gives us teachers, ministers, social workers, and others who will work for their fellows for a pittance as compared with what other people get.

Why should we not tax ourselves more adequately to support basic research in this field and basic services, through our local communities, through our State governments, through our Federal Government?

I wonder also if we have not a problem of a new group of people who a few short decades ago were receiving most inadequate income, but whose relative economic positions now through the power of labor unions and some other kinds of activities have been brought to a position, financial position, which is far better than anything they knew before, who, however, have not the tradition of discriminating, discriminating financial and personal assistance which some old-line wealthy families had in an earlier day when they were the chief source of our funds.

Do we not have to educate the new middle class to use its funds more wisely and to assume its responsibility for contributing to the services which it uses and upon which it depends?

I wonder also if there are not other private sources. It is usual, for example, for companies like Standard Oil to support university fellowships and university research projects in chemistry because the furtherance of basic knowledge in chemistry is of definite advantage to them.

Why should not the brewers who are concerned with men of distinction make contributions to universities and to other agencies in order that we may better understand the kinds of people who are allergic to alcohol and what to do about them?

Why should not insurance companies that suffer from theft, from burglary, from plate-glass damage, also be ones to make support out of their funds for the continuing research that is necessary in this particular field if we are to lift our level of achievement to a new plateau?

I would suggest that if we take a long look that the day is coming, although it may be a long time in the future, when the application of the technique and methods of science to the understanding and control of behavior will be able to do very much more than they are now.

It may seem like a long way off, but may I remind you that only 300 years ago Harvey demonstrated the circulation of blood in the human body and the germ theory of disease had yet to be discovered and look at the distance biology has come in terms of the maturing of its methods, its skill and its equipment.

If the social sciences could get that type of support, they might be of incalculable assistance to us in understanding man and his behavior and in making it possible for him to achieve the fuller life when he seeks it.

We shall be vastly uncomfortable in the process of science to human behavior because it will undoubtedly puncture a lot of beliefs to which we are emotionally committed at the present time. That is inevitable.

A long time ago Emerson suggested that—

God offers to every man his choice between truth and repose. You may take which you please, you cannot have both.

I suspect we are in for that kind of future.

Mr. BEASER. On behalf of the subcommittee, Professor, may I express their thanks and Senator Hendrickson's, because I know he would have wanted me to say that.

I would also want the record to show that before Senator Hendrickson left he asked me to thank the newspaper and radio and the television people who stood by so very nicely and especially to thank again the members of the Citizen's Factfinding Committee, many of whom are in the room right now, for their contributions to these hearings.

The subcommittee will be adjourned subject to the call of the Chair.

(Thereupon, at 4:50 p. m., the subcommittee was recessed, to reconvene subject to the call of the Chair.)

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